

GAO

United States General Accounting Office

Report to Congressional Committees

June 1994

HOMELESSNESS

McKinney Act Programs and Funding Through Fiscal Year 1993





United States
General Accounting Office
Washington, D.C. 20548

Resources, Community, and
Economic Development Division

B-256191

June 29, 1994

The Honorable Donald W. Riegle, Jr.
Chairman
The Honorable Alfonse M. D'Amato
Ranking Minority Member
Committee on Banking, Housing
and Urban Affairs
United States Senate

The Honorable Henry B. Gonzalez
Chairman
The Honorable Jim Leach
Ranking Minority Member
Committee on Banking, Finance,
and Urban Affairs
House of Representatives

This report was prepared in accordance with section 102(a) of the Stewart B. McKinney Homeless Assistance Amendments Act of 1988, which directed us to report annually to the Congress on the status of programs authorized under the act. As agreed with your offices, this report updates our report on the McKinney Act programs for fiscal year 1991¹ with program and funding information for fiscal years 1992 and 1993. In addition, it provides general information on the third reauthorization of the McKinney Act, as embodied in title XIV of the Housing and Community Development Act of 1992 (P.L. 102-550) and the Veterans' Medical Programs Amendments of 1992 (P.L. 102-405).

Specifically, this report provides a legislative history of the McKinney Act; describes each McKinney Act program; and identifies the funding provided under each program, by state (to the extent the data are available), for fiscal years 1992 and 1993. It also briefly describes newly authorized assistance programs for the homeless and significant changes to existing McKinney Act programs that occurred during these 2 fiscal years.

Results in Brief

For fiscal years 1992 and 1993, the Congress increased its appropriations for McKinney Act programs. For fiscal year 1992, the Congress appropriated about \$800.4 million for 19 McKinney Act programs for the

¹Homelessness: McKinney Act Programs and Funding Through Fiscal Year 1991 (GAO/RCED-93-39, Dec. 21, 1992).

homeless and for the Interagency Council on the Homeless, an increase of approximately 16 percent over the fiscal year 1991 appropriation. For fiscal year 1993, the Congress appropriated \$927.6 million for 17 McKinney Act programs and for the Interagency Council on the Homeless, also an increase of approximately 16 percent over the fiscal year 1992 appropriation. For fiscal years 1987 through 1993, the Congress authorized a total of \$5.6 billion and appropriated \$4.2 billion for the McKinney Act programs and the Interagency Council on the Homeless. (App. I shows the breakdown of the funds authorized and appropriated to each program and to the Interagency Council on the Homeless for fiscal years 1987-93.)

In both fiscal years 1992 and 1993, the bulk of these funds was allocated primarily for emergency food and shelter programs, including longer-term housing programs. Approximately 24 percent and 22 percent, respectively, of each year's total appropriation was allocated to programs providing physical and mental health care, education, and job training. Over the life of the McKinney Act programs, there has been a shift in funding emphasis within the food and shelter category. From fiscal years 1987 through 1991, the single largest funded McKinney Act program was the Federal Emergency Management Agency's (FEMA) Emergency Food and Shelter Program. In fiscal year 1992, the single largest funded program was the Supportive Housing Demonstration Program, which received an appropriation of \$150 million. Shelter Plus Care's funding of \$266.6 million was the largest appropriation for fiscal year 1993. The latter two programs, administered by the Department of Housing and Urban Development (HUD), aim to facilitate longer-term housing by providing both transitional and permanent housing and the services necessary to help the homeless achieve and maintain independent living.

McKinney Act Programs

The McKinney Act programs assist homeless people by providing services for them in four major categories: (1) emergency food and shelter and transitional and permanent housing; (2) primary health care, including mental health care, and treatment for alcohol and drug abuse; (3) education; and (4) job training. The programs provide funds to states, local governments, and organizations such as private nonprofit organizations to carry out these services for the homeless. Funds are allocated through a formula or block grant or are awarded competitively. In fiscal year 1992, 5 of the 19 authorized McKinney Act programs provided funds through a formula or block grant and 14 awarded funds competitively; in fiscal year 1993, 5 programs provided funds through a formula or block grant and 12 awarded funds competitively. These

programs are administered by five departments—HUD, Health and Human Services (HHS), Labor, Education, and Veterans Affairs—and by two agencies—FEMA and the General Services Administration.

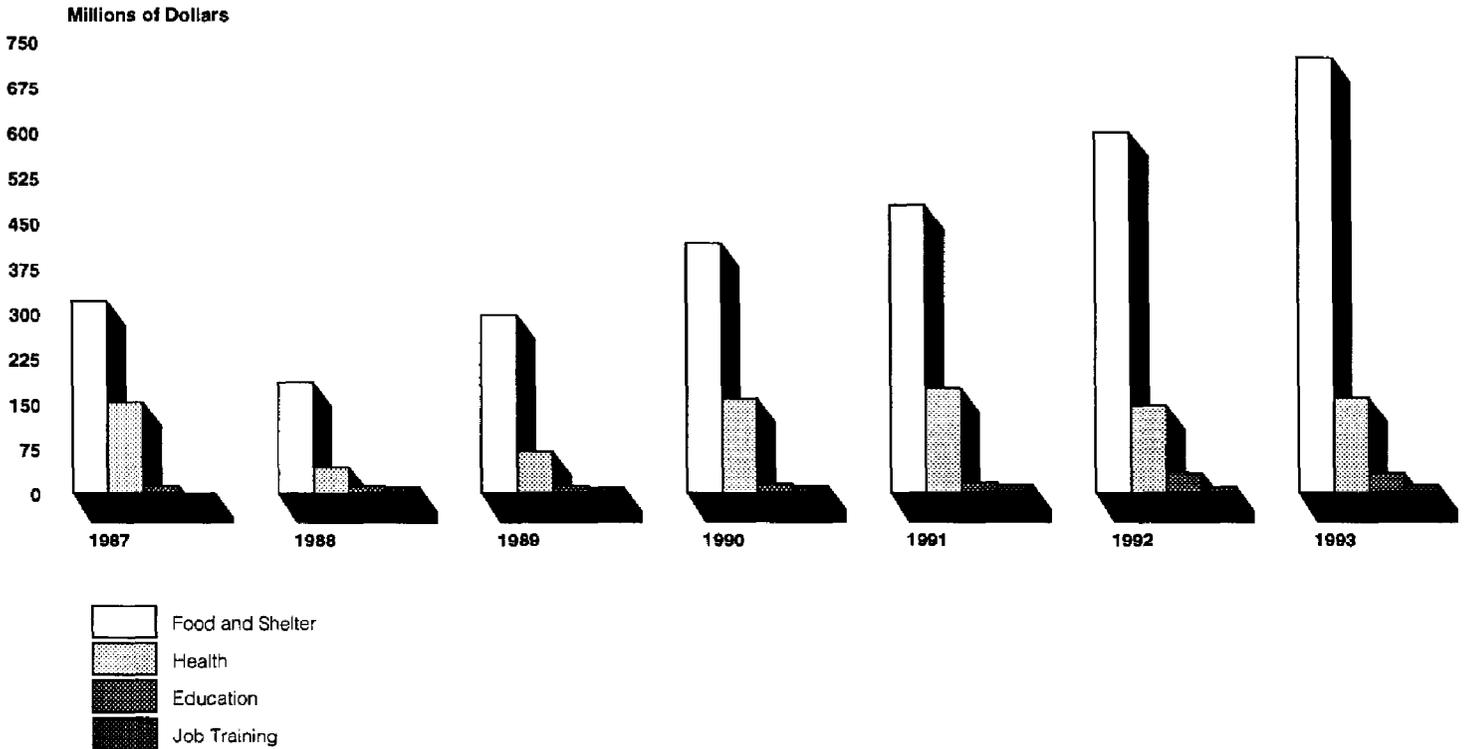
To carry out its mandate to assist the homeless, the McKinney Act (1) required jurisdictions seeking funding from assistance programs for the homeless administered by HUD to develop and submit a Comprehensive Housing Affordability Strategy; (2) authorized property disposition programs, which established procedures by which agencies turn over unneeded real and personal property that may be used to assist the homeless; and (3) created the Interagency Council on the Homeless, an independent organization within the executive branch that was responsible for coordinating assistance programs for the homeless at the various federal agencies.

McKinney Act Funding

For fiscal year 1992, the Congress authorized about \$1.12 billion and appropriated about \$800.4 million for the McKinney Act programs, while for fiscal year 1993 the Congress authorized about \$1.10 billion and appropriated about \$927.6 million for the programs. In total, from fiscal years 1987 through 1992, the Congress authorized about \$4.5 billion and appropriated about \$3.2 billion for the McKinney Act programs. Through fiscal year 1993, the accumulated authorization since fiscal year 1987 was about \$5.6 billion and the accumulated appropriation was about \$4.2 billion for the McKinney Act programs.

As in the previous fiscal years, most of the McKinney Act funds were used to provide food and shelter assistance. As figure 1 shows, about \$597.7 million (or 76 percent) of the appropriated fiscal year 1992 funds and about \$720.4 million (or 78 percent) of the appropriated fiscal year 1993 funds were used to provide food and shelter assistance. (Shelter assistance includes HUD's and FEMA's emergency shelter programs as well as HUD's housing programs for the homeless.) In fiscal year 1992, the remaining amount was divided among health (19 percent), education (4 percent), and job training (1 percent) programs. In fiscal year 1993, the remaining amount was divided among health (17 percent), education (4 percent), and job training (1 percent) programs.

Figure 1: Funding for Assistance Programs for the Homeless by Category of Assistance, 1987-93



Several programs received funding for the first time in fiscal year 1992. These programs were HHS' Health Care for Homeless Children Demonstration Program, HUD's Shelter Plus Care program, and the Housing Opportunities for Persons With AIDS program, a non-McKinney Act program that was authorized by the National Affordable Housing Act of 1990. In addition to the Housing and Community Development Act of 1992, which reauthorized the McKinney Act programs on housing and the Interagency Council on the Homeless, the Congress enacted the Veterans' Medical Programs Amendments of 1992, which reauthorized the McKinney Act programs administered by the Department of Veterans Affairs.

Fiscal year 1992 was the last year in which several McKinney Act programs were funded, and fiscal year 1993 was the first for four new programs. Programs ending in fiscal year 1992 included HUD's Supportive Housing

Demonstration Program and Supplemental Assistance for Facilities to Assist the Homeless program. The Housing and Community Development Act of 1992 consolidated these two programs in fiscal year 1993. In addition, HHS' Homeless Families Support Services Demonstration Program was reformulated as the Family Support Center and Gateway Demonstration Programs, beginning in fiscal year 1993. Two other HHS programs were terminated: Research Demonstration Projects for Alcohol and Drug Abuse Treatment of Homeless Persons and Community Mental Health Services Demonstration Projects for Homeless Individuals Who Are Chronically Mentally Ill. Because of a reorganization within HHS, the legislative jurisdiction for these two programs was transferred to the newly formed Substance Abuse and Mental Health Services Administration (SAMHSA) in fiscal year 1993. SAMHSA decided to use the fiscal year 1993 funds for two demonstration programs: Access to Community Care and Effective Services and Supports and the Dual Diagnosis Treatment Demonstration Program.

Fiscal year 1993 was also the last year in which the Interagency Council on the Homeless operated as an independent agency. Although the Housing and Community Development Act of 1992 reauthorized the Council, the Congress decided to eliminate its funding for fiscal year 1994. In November 1993, the Council became a working group under the White House Domestic Policy Council, receiving staffing and funding from HUD.

Appendix II describes the legislative history of the McKinney Act. Appendixes III through X explain how each program—as well as the Interagency Council on the Homeless—works and provide program and funding data for fiscal years 1992 and 1993, by state, when available. Appendix XI presents the total funding each state received from all McKinney Act programs for fiscal year 1992. Appendix XII illustrates the distribution of fiscal year 1992 McKinney Act funds to the states. Because several programs had not finished selecting final grantees, as of March 1994, we were not able to calculate the total amounts each state received from all McKinney Act programs for fiscal year 1993.

Agency Comments

We discussed the information presented in this report with the agency officials responsible for each program, such as the Acting Chief of the Homeless Programs Section of HHS' Center for Mental Health Services and the Deputy Associate Director of FEMA's Preparedness, Training, and Exercises Directorate. These officials generally agreed with our

information. However, as requested by your offices, we did not obtain written agency comments on a draft of this report.

Scope and Methodology

We conducted our review from October 1993 to March 1994 at the responsible agencies' headquarters in Washington, D.C. On the basis of our discussions with the Senate Committee on Banking, Housing and Urban Affairs and the House Committee on Banking, Finance, and Urban Affairs, we agreed to explain briefly how each McKinney Act program works and to identify the funds provided under each program for fiscal years 1992 and 1993. To gather program and funding information, we talked with program managers and budget officials and analyzed relevant program guidance, documents, and studies. Because our mandate was to provide a general overview of the programs, we did not independently determine agencies' compliance with program guidance and regulations or independently verify the funding data provided to us. However, in other studies we did review many of the programs in more detail. (A selected list of our reports on homelessness appears under Related GAO Products at the end of this report.)

We are sending copies of this report to interested congressional committees; the Secretaries of HUD, HHS, Veterans Affairs, Education, and Labor; the Directors of FEMA and the Office of Management and Budget; and the Administrator of the General Services Administration. We will make copies available to others upon request.

If you have any questions about this report, please call me on (202) 512-7631. Major contributors to this report are listed in appendix XIII.



Judy A. England-Joseph
Director, Housing and
Community Development Issues

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Abbreviations

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| ACCESS | Access to Community Care and Effective Services and Supports |
| ADAMHA | Alcohol, Drug Abuse, and Mental Health Administration |
| AFDC | Aid to Families With Dependent Children |
| AIDS | acquired immunodeficiency syndrome |
| CDBG | Community Development Block Grant |
| CHAP | Comprehensive Homeless Assistance Plan |
| CHAS | Comprehensive Housing Affordability Strategy |
| CMHS | Center for Mental Health Services |
| CSBG | Community Services Block Grant |
| CWT | Compensated Work Therapy |
| CWT/TR | Compensated Work Therapy/Therapeutic Residence |
| DCHV | Domiciliary Care for Homeless Veterans |
| EFSP | Emergency Food and Shelter Program |
| EHP | Emergency Community Services Homeless Grant Program |
| EMA | eligible metropolitan area |
| ESG | Emergency Shelter Grants |
| ETA | Employment and Training Administration |
| FEIN | federal employer's taxpayer identification number |
| FEMA | Federal Emergency Management Agency |
| GAO | General Accounting Office |
| GSA | General Services Administration |
| HCHV | Health Care for Homeless Veterans |
| HCMV | Homeless Chronically Mentally Ill Veterans |
| HOPWA | Housing Opportunities for Persons With AIDS |
| HRHA | Homeless Rental Housing Assistance |

Contents

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|--------|--|
| HRSA | Health Resources and Services Administration |
| HHS | Department of Health and Human Services |
| HUD | Department of Housing and Urban Development |
| HVRP | Homeless Veterans Reintegration Projects |
| JTHDP | Job Training for the Homeless Demonstration Program |
| LEA | local educational agency |
| LRO | local recipient organization |
| NIAAA | National Institute on Alcohol Abuse and Alcoholism |
| NIDA | National Institute on Drug Abuse |
| NIMH | National Institute of Mental Health |
| OCS | Office of Community Services |
| PATH | Projects for Assistance in Transition From Homelessness |
| PHA | public housing authority |
| PRA | Project-Based Rental Assistance |
| SAFAH | Supplemental Assistance for Facilities to Assist the Homeless |
| SAMHSA | Substance Abuse and Mental Health Services Administration |
| SASP | state agency for surplus properties |
| S+C | Shelter Plus Care |
| SEA | state educational agency |
| SHDP | Supportive Housing Demonstration Program |
| SHP | Supportive Housing Program |
| SNAPS | Office of Special Needs Assistance Programs |
| SRA | Sponsor-Based Rental Assistance |
| SRO | single-room-occupancy |
| SSA | Social Security Administration |
| TEFAP | Temporary Emergency Food Assistance Program |
| THDP | Transitional Housing Demonstration Program |
| TR | Therapeutic Residence |
| TRA | Tenant-Based Rental Assistance |
| VA | Department of Veterans Affairs |
| VAMC | Department of Veterans Affairs Medical Center |

Authorizations and Appropriations for McKinney Act Programs, Fiscal Years 1987-93

Dollars in millions

| Agency | Fiscal year 1987-91 | | Fiscal year 1992 | | Fiscal year 1993 | |
|--|---------------------|---------------------------|----------------------------------|---------------------------|----------------------------------|---------------------------|
| | Authorized | Appropriated ^a | Authorized | Appropriated ^a | Authorized | Appropriated ^a |
| Department of Housing and Urban Development | | | | | | |
| Comprehensive Housing Affordability Strategy | NA ^b | NA ^b | NA ^b | NA ^b | NA ^b | NA ^b |
| Emergency Shelter Grants | \$600.0 | \$260.9 | \$138.0 | \$73.2 | \$138.0 | \$50.0 |
| Supportive Housing Demonstration Program/ Supportive Housing Program (eff. FY 93) | 515.0 | 511.8 | 150.0 | 150.0 | 204.0 | 150.0 |
| Supplemental Assistance for Facilities to Assist the Homeless | 101.0 | 36.6 | 30.0 | 11.3 | 0 | 0 |
| Section 8 Moderate Rehabilitation Program for SRO Dwellings for Homeless Individuals | 249.0 | 257.2 | 82.4 | 105.0 | 105.0 | 105.0 |
| Shelter Plus Care | 123.2 | 0 | 258.6 | 110.5 | 266.6 | 266.6 |
| Subtotal | 1,588.2 | 1,066.5 | 659.0 | 450.0 | 713.6 | 571.6 |
| Federal Emergency Management Agency | | | | | | |
| Emergency Food and Shelter Program | 622.0 | 629.9 ^c | 150.0 | 134.0 | 180.0 | 129.0 |
| Subtotal | 622.0 | 629.9 | 150.0 | 134.0 | 180.0 | 129.0 |
| Department of Health and Human Services^d | | | | | | |
| Research Demonstration Projects for Alcohol and Drug Abuse Treatment | 41.0 ^e | 46.5 | such sums as needed ^e | 16.0 | 0 | 0 |
| Community Mental Health Services Demonstration Projects/ACCESS and Dual Diagnosis Treatment Demonstration Program (eff. FY 93) | 32.5 ^e | 25.8 | such sums as needed ^e | 5.9 | such sums as needed ^e | 21.4 |
| Community Mental Health Services for the Homeless Block Grant/Projects for Assistance in Transition From Homelessness (eff. FY 91) | 180.0 ^e | 118.8 | 75.0 | 30.0 | 75.0 | 29.5 |
| Emergency Community Services Homeless Grant Program | 214.0 | 137.7 | 50.0 | 25.0 | 50.0 | 19.8 |

(continued)

**Appendix I
Authorizations and Appropriations for
McKinney Act Programs, Fiscal Years
1987-93**

Dollars in millions

| Agency | Fiscal year 1987-91 | | Fiscal year 1992 | | Fiscal year 1993 | |
|--|--------------------------|---------------------------|--|---------------------------|--|---------------------------|
| | Authorized | Appropriated ^a | Authorized | Appropriated ^a | Authorized | Appropriated ^a |
| Homeless Families Support Services Demonstration Program/Family Support Center and Gateway Demonstration Programs (eff. FY 93) | 50.0 | 0 | 55.0 | 5.5 | such sums as needed ^e | 6.9 |
| Health Care for the Homeless | 274.8 | 161.6 | 80.0 | 53.4 ^f | such sums as needed ^e | 57.0 |
| Health Care for Homeless Children Demonstration Program | 5.0 | 0 | 5.0 | 2.5 ^f | 5.0 | 0 |
| Emergency Assistance AFDC Demonstration Program | 20.0 ^g | 20.0 ^g | 0 | 0 | 0 | 0 |
| Subtotal | 817.3^e | 510.4 | 265.0^e | 138.3 | 130.0^e | 134.6 |
| Department of Veterans Affairs | | | | | | |
| Health Care for Homeless Veterans | 108.5 | 54.1 | 33.0 ^h | 16.5 | 50.0 ^h | 22.2 |
| Domiciliary Care for Homeless Veterans | 15.0 ^e | 66.6 | 0 ^h | 16.5 | 0 ^h | 22.3 |
| Subtotal | 123.5^e | 120.7 | 33.0 | 33.0 | 50.0 | 44.5 |
| Department of Education | | | | | | |
| Adult Education for the Homeless | 51.2 | 38.4 | such sums as needed ^e | 9.7 | such sums as needed ^e | 9.6 |
| Education for Homeless Children and Youth | 70.0 | 26.1 ⁱ | such sums as needed ^e | 25.0 | such sums as needed ^e | 24.8 |
| Exemplary Education Grants | 7.5 | 2.5 | 0 | 0 | 0 | 0 |
| Local Education Agency Grants | 0 | 0 ^j | 0 | 0 | 0 | 0 |
| Subtotal | 128.7 | 67.0 | such sums as needed^e | 34.7 | such sums as needed^e | 34.4 |
| Department of Labor | | | | | | |
| Homeless Veterans Reintegration Projects | 8.6 | 7.7 | 2.2 | 1.4 | 10.0 | 5.1 |
| Job Training for the Homeless Demonstration Program | 43.4 | 35.5 | 12.8 | 7.9 | 14.8 | 7.5 |
| Subtotal | 52.0 | 43.2 | 15.0 | 9.3 | 24.8 | 12.6 |
| General Services Administration | | | | | | |
| Federal Property Disposition Programs | NA ^b | NA ^b | NA ^b | NA ^b | NA ^b | NA ^b |

(continued)

**Appendix I
Authorizations and Appropriations for
McKinney Act Programs, Fiscal Years
1987-93**

Dollars in millions

| Agency | Fiscal year 1987-91 | | Fiscal year 1992 | | Fiscal year 1993 | |
|--|---------------------|---------------------------|------------------|---------------------------|------------------|---------------------------|
| | Authorized | Appropriated ^a | Authorized | Appropriated ^a | Authorized | Appropriated ^a |
| Interagency Council on the Homeless | | | | | | |
| Interagency Council on the Homeless | 6.2 | 4.3 | 1.3 | 1.1 | 1.5 | .9 |
| Subtotal | 6.2 | 4.3 | 1.3 | 1.1 | 1.5 | .9 |
| Total | \$3,337.9 | \$2,442.0 | \$1,123.3 | \$800.4 | \$1,099.9 | \$927.6 |

Notes: Grand total authorized, FY 87-93: \$5.6 billion. Grand total appropriated, FY 87-93: \$4.2 billion.

^aWhen funds for more than one program were appropriated in a lump sum, the amount shown represents the agency's spending target for the program.

^bNot applicable.

^cThis figure includes funds transferred from other appropriation accounts.

^dAppropriations under this heading are all contained in larger lump sums. See footnote ^a.

^eThese authorizations include open (i.e., "such sums as needed") authorizations by the Congress for 1 year or more.

^fThe actual fiscal year 1992 appropriation for the Health Care for the Homeless Program was \$55.9 million. However, the agency set aside \$2.5 million for the Health Care for Homeless Children Demonstration Program.

^gThis program was authorized only in fiscal year 1990.

^hThe authorization for these two programs is combined.

ⁱThe authorization for these two programs was combined for fiscal year 1991.

Legislative History of the Stewart B. McKinney Homeless Assistance Act

The 100th Congress responded to the problem of homelessness in June 1987 by enacting the Stewart B. McKinney Homeless Assistance Act (P.L. 100-77). Although previous legislative actions had responded to the food and shelter needs of the homeless, little had been done before 1987 to address the causes of homelessness or the diverse needs of the homeless. The McKinney Act, the first comprehensive law to assist the homeless, reflected both the urgency of the homelessness crisis and the growing numbers of homeless people. In three reauthorizations of the McKinney Act, the Congress has refined programs, removed some programs and added others, and amended other laws to take into account the special needs of the homeless.

100th Congress Increased Assistance for the Homeless and Enacted the McKinney Act (P.L. 100-77)

Although by 1987 the Congress had established various agency programs to assist the homeless, many believed that a more comprehensive effort was needed. Thus, when the 100th Congress convened in January 1987, legislative proposals to increase assistance to the homeless were among the first items on the agenda.

Among its first actions, the 100th Congress enacted an emergency appropriation measure for the Federal Emergency Management Agency's (FEMA) Emergency Food and Shelter Program (EFSP). In February 1987, the Congress authorized the transfer of \$50 million from FEMA's disaster relief program to EFSP.¹ In addition, \$5 million of the \$50 million transferred to EFSP was appropriated to the Department of Veterans Affairs (VA) for its Chronically Mentally Ill Veterans Program, a community-based psychiatric residential treatment program for homeless veterans.

In 1987, the Congress considered several bills to broaden the federal role in helping the homeless. The legislation that eventually became law was H.R. 558, the Urgent Relief for the Homeless Act. H.R. 558 authorized several programs involving various federal agencies. These programs provided (1) health care; (2) community-based mental health services for homeless individuals who are chronically mentally ill; (3) emergency shelter; (4) transitional housing, especially for the elderly and for homeless families with children; (5) community services to provide follow-up and long-term services; (6) job and literacy training; (7) permanent housing for handicapped homeless persons; and (8) grants for groups to renovate, convert, purchase, lease, or construct facilities for the homeless. In response to concerns that responsibility for programs to

¹FEMA's EFSP was created in 1983 in response to reports that emergency service providers were overwhelmed by the demand for services to the hungry and homeless.

assist the homeless was spread among several agencies, the Congress created the Interagency Council on the Homeless, an independent council to coordinate federal efforts to assist the homeless.

Hearings on H.R. 558 were held in February 1987, after which both the House and Senate moved quickly to pass separate assistance bills for the homeless. The legislation was renamed in honor of the late Representative Stewart B. McKinney and was approved by the President as Public Law 100-77 on July 22, 1987. The McKinney Act authorized 17 assistance programs for the homeless for fiscal years 1987 and 1988. In addition, the act authorized the property disposition programs and the Interagency Council on the Homeless, and it required state and local governments requesting assistance for the homeless to prepare a comprehensive planning document.

Furthermore, the McKinney legislation extended the Temporary Emergency Food Assistance Program (TEFAP)² until September 30, 1988, and expanded the range of commodities available for distribution under this program. The law also amended the Food Stamp Act of 1977, allowing federal funding for state outreach efforts to provide information to homeless persons about applying for food stamps.

The McKinney Act Was Reauthorized (P.L. 100-628)

During the second session of the 100th Congress, the McKinney Act was reauthorized for fiscal years 1989 and 1990. The reauthorization, the Stewart B. McKinney Homeless Assistance Amendments Act of 1988, included funding authority for a total of 18 programs to assist the homeless. The reauthorization included a 1-year demonstration project to compare the cost-effectiveness of transitional housing with that of the shelters commonly known as "welfare hotels." In addition, the reauthorization extended the property disposition programs and the Interagency Council on the Homeless and kept the Department of Housing and Urban Development's (HUD) homeless assistance planning requirement. Furthermore, TEFAP and the Food Stamp Outreach Program were removed from the act and reauthorized under the Hunger Prevention Act (P.L. 100-435).

The 1988 amendments also authorized several existing McKinney Act programs to use funds for activities aimed at preventing homelessness. For the first time, persons at risk of becoming homeless could receive

²TEFAP provided surplus agricultural commodities such as cheese, flour, and cornmeal to nonprofit food banks, soup kitchens, and other emergency feeding organizations.

emergency funds under several programs to pay overdue rent or utility and other costs. Finally, the amendments significantly changed the Job Training Partnership Act and several housing laws that provide housing and community services to people with lower incomes.

The Second Reauthorization of the McKinney Act (P.L. 101-625 and P.L. 101-645) Extended Assistance

The 101st Congress enacted two laws that reauthorized the McKinney Act: (1) title VIII of the National Affordable Housing Act of 1990 (P.L. 101-625, approved Nov. 28, 1990) and (2) the McKinney Homeless Assistance Amendments Act of 1990 (P.L. 101-645, approved Nov. 29, 1990). Both laws contained housing provisions, and each contained a provision stating that the first to be enacted would prevail. Since Public Law 101-625 was signed first, it became the statutory authority for HUD's McKinney Act programs; it reauthorized the programs for 2 years. Title VIII of Public Law 101-625 also required HUD to study the feasibility of converting its McKinney Act programs into a block grant. The statutory authority for the McKinney Act programs that are not administered by HUD—such as the health, education, and job training programs—is contained in Public Law 101-645, which reauthorized these programs through at least fiscal year 1993.

In addition to specific substantive changes in fiscal year 1991 programs, the 1990 amendments clarified that Indian tribes are eligible grantees of several McKinney Act programs. The amendments also placed confidentiality requirements on domestic violence shelters and amended the Child Abuse Prevention Act to provide services to prevent (1) the inappropriate separation of children from their families when the families are homeless or at risk of becoming homeless and (2) the abuse and neglect of such children.

The Third Reauthorization of the McKinney Act (P.L. 102-550 and P.L. 102-405) Focused on Housing and Veterans Assistance Programs

Continuing to support assistance for the homeless, the 102nd Congress enacted two laws reauthorizing McKinney Act programs: (1) title XIV of the Housing and Community Development Act of 1992 (P.L. 102-550, approved Oct. 28, 1992) and (2) the Veterans' Medical Programs Amendments of 1992 (P.L. 102-405, approved Oct. 9, 1992).

Public Law 102-550 reauthorized and amended HUD's McKinney Act programs and FEMA's Emergency Food and Shelter Program and reauthorized the Interagency Council on the Homeless through fiscal year 1994. This law placed considerable emphasis on HUD's McKinney Act programs. In addition to reauthorizing the Emergency Shelter Grants program, the Section 8 Moderate Rehabilitation Program for Single-Room

**Appendix II
Legislative History of the Stewart B.
McKinney Homeless Assistance Act**

Occupancy Dwellings for Homeless Individuals, and the Shelter Plus Care program, it consolidated the Supportive Housing Demonstration Program and the Supplemental Assistance for Facilities to Assist the Homeless program into the Supportive Housing Program. The law also authorized several new programs, such as a demonstration program for "safe havens for homeless individuals" and a grant program to assist the rural homeless. Finally, it incorporated language stipulating the involvement and employment of homeless or formerly homeless individuals in activities funded by the McKinney Act.

Public Law 102-405 amended section 801 of the McKinney Act Amendments of 1988 to extend two VA programs through fiscal year 1993—the Domiciliary Care for Homeless Veterans and the Services for Chronically Mentally Ill Homeless Veterans programs. This law also required the director of each VA medical center or regional benefits office to assess the needs of homeless veterans living within the area served by the medical center or regional office. Under the law, these officials must coordinate efforts with other federal agencies, state and local governments, and nongovernmental organizations to meet the needs of homeless veterans identified in the assessment.

The Department of Housing and Urban Development's Assistance Programs for the Homeless

This appendix provides information on the Comprehensive Housing Affordability Strategy (CHAS) and the McKinney Act programs administered by HUD: the Emergency Shelter Grants (ESG) program; the Supportive Housing Program (SHP) and its predecessors, the Supportive Housing Demonstration Program (SHDP) and the Supplemental Assistance for Facilities to Assist the Homeless (SAFAH) program; the Section 8 Moderate Rehabilitation Program for Single-Room-Occupancy (SRO) Dwellings for Homeless Individuals; and the Shelter Plus Care (S+C) program. HUD's Office of Special Needs Assistance Programs (SNAPS) manages all of these programs. In response to a provision in Public Law 101-625, HUD is proposing to consolidate all of its McKinney Act programs. This appendix also contains general information on the Housing Opportunities for Persons With AIDS (HOPWA), a non-McKinney Act program that was started in fiscal year 1992.

Comprehensive Housing Affordability Strategy

Description of the Requirement

The CHAS is a planning document used by state and local governments in identifying affordable housing and supportive housing for low-income people, homeless people, and populations with special needs. The CHAS also identifies the resources and programs that can be used to provide housing assistance for these people. Title I of the National Affordable Housing Act of 1990 requires that state and local governments have an approved CHAS in order to apply for certain HUD programs, including all of the McKinney Act programs. When entities other than state or local governments, such as nonprofit organizations, apply to participate in HUD programs, they must receive a certification from the state or local government that their application is consistent with the CHAS.

The legislation requires that the CHAS address 14 areas, which HUD has combined into 3 components:

- Community profile. The community profile on the homeless includes two parts: an inventory of facilities and services for the homeless and an assessment of the needs of the homeless. The inventory summarizes the characteristics of emergency, transitional, and permanent housing for the homeless and programs to prevent homelessness. The needs assessment

represents the housing needs of low- and moderate-income families, the homeless, and others with supportive housing needs.

- **Strategy.** This component presents priorities for investing private and public funds in housing—supportive, rental, and owner-occupied—and in services designed to meet the needs identified in the community profile.
- **One-Year Plan.** This 1-year plan presents the resources available to support the strategy, as well as the implementation plans and goals for assisting income-eligible families, the homeless, and others with special needs. The 1-year plan is updated annually. In addition, each jurisdiction with an approved CHAS must report annually on its progress in carrying out the strategy and meeting its goals.

The CHAS requires jurisdictions to consult with a wide variety of public and private entities and with the citizens of the jurisdiction in assessing the jurisdiction's needs and developing the CHAS. It also requires jurisdictions to contact social service agencies about the housing needs of children, the elderly, the disabled, the homeless, and other special populations in the community. A CHAS is submitted to the responsible HUD field office, where it is reviewed for approval.

Fiscal Year 1993 Changes

This program was not changed in fiscal year 1993.

Emergency Shelter Grants

How the Program Works

Under ESG, funds are allocated to help improve the quality of emergency shelters for the homeless; make available additional emergency shelters; and meet the costs of operating emergency shelters and providing essential social services, including activities to prevent homelessness. Funds provided through this program may be used to (1) renovate, rehabilitate, or convert buildings into emergency shelters and (2) pay for the shelter's maintenance, certain operating expenses, insurance, utilities, and furnishings. However, not more than 30 percent of the aggregate amount of all assistance to a state, local government, or Indian tribe may be used for activities to prevent homelessness. In addition, up to 30 percent of a grantee's ESG funds may be used to provide essential social services, including employment assistance, health care, drug abuse treatment, or education. However, HUD may waive the 30-percent limitation on essential services if the state or local government

demonstrates that costs associated with renovating or rehabilitating and operating the emergency shelter are being covered by other resources. Each city or county receiving ESG funds must match its allocation dollar for dollar; each state must match its allocation after the first \$100,000. In addition, each grantee is allowed to use up to 5 percent of the grant funds for administrative costs. In calculating the matching amount, the grantee may include the value of any in-kind donations, such as buildings or materials, leases on buildings, staff salary and time, and services contributed by volunteers.

Decision Process for Providing Funds

As required by the McKinney Act, HUD uses the Community Development Block Grant (CDBG) formula to determine which states, cities, urban counties, and territories are eligible to apply for the program funds and how much each of them will receive. Fiscal year 1991 changes established a set-aside for Indian tribes and Alaskan Native Villages.

The CDBG formula is really two formulas. State and local jurisdictions are entitled to an allotment on the basis of the formula that yields the larger amount of money. Both formulas assign weights to and consider certain factors: the first includes the jurisdiction's population and population below the poverty level, as well as the number of housing units with one or more persons per room. The second includes the jurisdiction's population in poverty, number of housing units built before 1940, and decline in population growth rate.

Allocations are divided into two categories: funds that go directly to the states and funds that go directly to localities in each state. A city or county that does not qualify to receive ESG funds directly may obtain funds, in the form of a subgrant, from the amount provided to the state government. While states must distribute all of their funds to local governments and/or private nonprofit organizations (whose projects have been approved by local governments), local governments have the option of distributing all or only a portion of their funds. The state and local governments that receive subgrants are responsible for overseeing these subgrants.

To receive funding, a state, urban county, or city must submit an application, as well as develop and have approved by HUD a CHAS that describes the need for assistance under the ESG program and the manner in which the ESG assistance will complement the services that are already available for the homeless.

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HUD reallocates funds originally allocated to any states, territories, counties, and cities that fail to submit a request for ESG funds or do not have an approved CHAS.

**Fiscal Year 1993 Funding
and Program Changes**

In fiscal year 1993, \$138 million was authorized and \$50 million was appropriated for ESG.

As part of the Housing and Community Development Act of 1992, the legislation authorizing the ESG program was amended to allow up to 10 percent of a grantee's ESG grant allocation to be spent on staff costs for operations. This amendment gave shelter providers greater flexibility in their use of ESG funds.

To the maximum extent practicable, grantees must involve homeless individuals and families in constructing, renovating, maintaining, and operating facilities assisted under ESG, as well as in providing services to occupants of these facilities. On terminating assistance to any homeless person, the recipient of ESG funds must provide a formal process that recognizes the right to due process of law.

Table III.1 shows the funds authorized and appropriated for ESG for fiscal years 1987-93. Table III.2 shows the total funds provided for fiscal years 1992 and 1993, by state, territory (including the District of Columbia and the Commonwealth of Puerto Rico), or Indian tribes.

**Table III.1: Funds Authorized and
Appropriated for the Emergency
Shelter Grants Program**

| Table III.1: Funds Authorized and Appropriated for the Emergency Shelter Grants Program | | | | | | | |
|---|-------------|---------|---------|---------|---------|---------|---------|
| Dollars in millions | | | | | | | |
| Funding | Fiscal year | | | | | | |
| | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 | 1993 |
| Authorized | \$110.0 | \$120.0 | \$120.0 | \$125.0 | \$125.0 | \$138.0 | \$138.0 |
| Appropriated | 60.0 | 8.0 | 46.5 | 73.2 | 73.2 | 73.2 | 50.0 |

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**Table III.2: The Emergency Shelter
 Grants Program—Funds Provided for
 Fiscal Years 1992 and 1993**

| State/Territory/Indian tribes | FY 92 amount | FY 93 amount |
|--------------------------------------|---------------------|---------------------|
| Alabama | \$1,158,000 | \$793,000 |
| Alaska | 77,000 | 54,000 |
| American Samoa | 19,000 | 14,000 |
| Arizona | 713,000 | 490,000 |
| Arkansas | 606,000 | 413,000 |
| California | 7,401,000 | 5,070,000 |
| Colorado | 648,000 | 456,000 |
| Connecticut | 846,000 | 564,000 |
| Delaware | 157,000 | 106,000 |
| District of Columbia | 403,000 | 274,000 |
| Florida | 2,946,000 | 2,021,000 |
| Georgia | 1,517,000 | 1,053,000 |
| Guam | 60,000 | 39,000 |
| Hawaii | 335,000 | 228,000 |
| Idaho | 182,000 | 125,000 |
| Illinois | 3,893,000 | 2,701,000 |
| Indian tribes | 732,000 | 500,000 |
| Indiana | 1,427,000 | 984,000 |
| Iowa | 830,000 | 569,000 |
| Kansas | 572,000 | 395,000 |
| Kentucky | 1,049,000 | 721,000 |
| Louisiana | 1,377,000 | 942,000 |
| Maine | 350,000 | 238,000 |
| Maryland | 1,157,000 | 791,000 |
| Massachusetts | 2,183,000 | 1,456,000 |
| Michigan | 2,891,000 | 1,948,000 |
| Minnesota | 1,179,000 | 785,000 |
| Mississippi | 799,000 | 545,000 |
| Missouri | 1,533,000 | 1,040,000 |
| Montana | 167,000 | 115,000 |
| Nebraska | 408,000 | 285,000 |
| Nevada | 185,000 | 131,000 |
| New Hampshire | 227,000 | 156,000 |
| New Jersey | 2,350,000 | 1,608,000 |
| New Mexico | 334,000 | 228,000 |
| New York | 7,573,000 | 5,139,000 |
| North Carolina | 1,340,000 | 931,000 |
| North Dakota | 146,000 | 99,000 |

(continued)

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| State/Territory/Indian tribes | FY 92 amount | FY 93 amount |
|--------------------------------------|---------------------|---------------------|
| Northern Mariana Islands | 10,000 | 13,000 |
| Ohio | 3,389,000 | 2,306,000 |
| Oklahoma | 612,000 | 415,000 |
| Oregon | 605,000 | 411,000 |
| Palau | 7,000 | 4,000 |
| Pennsylvania | 4,669,000 | 3,205,000 |
| Puerto Rico | 2,528,000 | 1,741,000 |
| Rhode Island | 347,000 | 238,000 |
| South Carolina | 804,000 | 555,000 |
| South Dakota | 179,000 | 121,000 |
| Tennessee | 1,171,000 | 802,000 |
| Texas | 4,329,000 | 2,960,000 |
| Utah | 390,000 | 262,000 |
| Vermont | 141,000 | 96,000 |
| Virgin Islands | 50,000 | 30,000 |
| Virginia | 1,211,000 | 849,000 |
| Washington | 1,032,000 | 695,000 |
| West Virginia | 537,000 | 365,000 |
| Wisconsin | 1,305,000 | 872,000 |
| Wyoming | 78,000 | 53,000 |
| Total | \$73,164,000 | \$50,000,000 |

Supportive Housing Program

The Housing and Community Development Act of 1992 (P.L. 102-550) consolidated the Supportive Housing Demonstration Program (SHDP) and the Supplemental Assistance for Facilities to Assist the Homeless (SAFAH) program into the Supportive Housing Program (SHP), beginning in fiscal year 1993. Many features of the former programs are found in the new program. The sections below discuss SHDP's and SAFAH's activities for fiscal year 1992 and SHP's activities for fiscal year 1993.

How the Supportive Housing Demonstration Program Worked

Under SHDP, funds were made available to state and local governments and nonprofit organizations for projects providing housing and supportive services to homeless persons, including those with special needs such as the handicapped. The program had two separate components: (1) the Transitional Housing Demonstration Program (THDP), which was designed to facilitate the movement of homeless individuals to independent living and (2) the Permanent Housing Program for Handicapped Homeless Persons. The program served homeless individuals—including those who

were handicapped, those who were deinstitutionalized, and those with mental disabilities—and homeless families with children.

Transitional Housing Demonstration Program

THDP was designed to develop innovative approaches to help homeless persons make the transition into independent living by providing them with housing and supportive services. The act required that THDP target specific categories of the homeless—the deinstitutionalized and mentally disabled and families with children. Residents of transitional housing were typically expected to move to permanent housing within 24 months. The supportive services ranged from employment assistance, job training, and job placement to mental health care, child care, transportation, and case management.

Decision Process for Providing Funds—Applications received for fiscal year 1992 funds were reviewed jointly by staff at HUD's headquarters and staff in HUD's field offices. Eligible applicants included states; urban counties; metropolitan cities; governmental entities, including public housing authorities (PHA); Indian tribes; and private nonprofit organizations.

Permanent Housing Program for Handicapped Homeless Persons

The Permanent Housing Program for Handicapped Homeless Persons provided the same types of assistance as THDP. It funded projects that provided community-based, long-term housing and supportive services for handicapped homeless persons. The program served mentally and physically disabled individuals, deinstitutionalized individuals, and families in which at least one parent or guardian was handicapped.

Various types of housing could be provided through the program, including group homes designed solely for housing handicapped homeless persons or rental units in multifamily housing, condominiums, or cooperatives. Housing funded under this program was required to be integrated into local neighborhoods. Projects could not serve more than eight persons unless the Secretary waived this requirement. The 1990 amendments doubled the allowable occupancy in participating facilities and raised the operating support level to a maximum of 75 percent each year over the 10-year life of the project.

Decision Process for Providing Funds—Application requirements for this program were basically the same as for THDP. The primary difference was that the application for permanent housing was prepared by both the state and the organization sponsoring the project. The state applied for funding on behalf of the sponsor, which was generally a private nonprofit

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organization. In addition, the 1988 amendments to the McKinney Act allowed PHAS to sponsor projects.

Table III.3 shows the amounts authorized and appropriated for SHDP for fiscal years 1987-92 and for SHP for fiscal year 1993. Tables III.4 and III.5 show the amounts provided for SHDP in fiscal year 1992, by state (including the District of Columbia and the Commonwealth of Puerto Rico).

Table III.3: Funds Authorized and Appropriated for the Supportive Housing Demonstration Program and for the Supportive Housing Program

| Funding | Fiscal year | | | | | | |
|--------------|-------------|--------------------|-------------------|--------------------|--------------------|---------|----------------------|
| | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 | 1993 |
| Authorized | \$85.0 | \$100.0 | \$100.0 | \$105.0 | \$125.0 | \$150.0 | \$204.0 ^e |
| Appropriated | 85.0 | 64.25 ^a | 80.0 ^b | 126.8 ^c | 155.7 ^d | 150.0 | 150.0 ^e |

^aSHDP was appropriated \$65 million, but \$750,000 was transferred to the Interagency Council on the Homeless.

^bAlthough HUD was appropriated \$80.0 million, HUD had about \$110 million to obligate for SHDP. The additional \$30 million resulted from (1) the carryover from fiscal years 1987-88 of funds for the Permanent Housing Program that were not obligated because too few applications were received and (2) the recovery of funds from THDP recipients who were unable to use their funds.

^cAlthough the appropriation exceeds the authorization, the full amount is contained in a line-item appropriation in P.L. 100-144.

^dThis figure includes \$5.7 million in deobligations from fiscal year 1990.

^eThe fiscal year 1993 authorization and appropriation are for the newly formed Supportive Housing Program, which combined SHDP and SAFAH.

From the total amounts appropriated each year for SHDP, the McKinney Act required HUD to use at least \$20 million for transitional housing for homeless families with children and not less than \$15 million each year for permanent housing for handicapped homeless individuals. In addition, the act stipulated that a "significant share" of the remaining funds be used for deinstitutionalized and mentally disabled homeless persons. For fiscal year 1992, HUD awarded \$98.1 million (some of which was appropriated in prior years) for 103 THDP projects. HUD awarded \$44.6 million for 50 Permanent Housing Program projects.

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**Table III.4: The Supportive Housing
 Demonstration Program—Funds
 Provided for Fiscal Year 1992 for
 Transitional Housing**

| State | Amount^a |
|----------------------|---------------------------|
| Alabama | \$1,856,520 |
| Alaska | 274,605 |
| Arizona | 121,967 |
| California | 24,013,658 |
| Colorado | 2,628,413 |
| Connecticut | 5,370,602 |
| District of Columbia | 1,995,828 |
| Florida | 3,452,179 |
| Idaho | 1,341,754 |
| Illinois | 4,587,153 |
| Indiana | 4,256,533 |
| Kentucky | 1,374,629 |
| Louisiana | 788,219 |
| Maryland | 4,006,417 |
| Massachusetts | 2,365,848 |
| Michigan | 2,929,212 |
| Minnesota | 2,367,064 |
| Missouri | 1,635,165 |
| Montana | 802,800 |
| New Jersey | 981,375 |
| New York | 10,347,208 |
| North Carolina | 2,036,508 |
| Ohio | 2,425,127 |
| Pennsylvania | 5,082,010 |
| Rhode Island | 1,220,430 |
| Tennessee | 718,141 |
| Texas | 3,305,563 |
| Utah | 346,098 |
| Virginia | 2,525,826 |
| Washington | 2,974,807 |
| Total | \$98,131,659 |

^aThese amounts include the funds provided directly to the state (including the District of Columbia) and to localities and nonprofit organizations in the state.

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**Table III.5: The Supportive Housing
Demonstration Program—Funds
Provided for Fiscal Year 1992 for
Permanent Housing**

| State | Amount^a |
|----------------|---------------------------|
| Alabama | \$ 252,000 |
| Alaska | 1,471,497 |
| Arizona | 7,193,441 |
| California | 2,474,155 |
| Delaware | 845,681 |
| Florida | 3,166,961 |
| Georgia | 922,689 |
| Illinois | 2,362,466 |
| Indiana | 896,293 |
| Massachusetts | 2,413,413 |
| New Jersey | 1,055,217 |
| New York | 10,975,903 |
| North Carolina | 3,215,348 |
| Ohio | 3,048,253 |
| Pennsylvania | 217,424 |
| South Carolina | 354,608 |
| Tennessee | 552,500 |
| Utah | 194,000 |
| Virginia | 1,404,779 |
| Washington | 624,870 |
| Wisconsin | 971,715 |
| Total | \$44,613,213 |

^aThese amounts include funds provided directly to the state and to localities and nonprofit organizations in the state.

**Fiscal Year 1993 Funding
and Program Changes**

For fiscal year 1993, the Congress authorized \$204 million and appropriated \$150 million for the new SHP.

Since the 1992 act essentially combined SHDP and SAFAH, the new SHP retains most of these programs' provisions. Under SHP, grants are available for acquiring, rehabilitating, constructing, leasing, and operating supportive housing facilities and for providing supportive services to homeless people. Supportive housing may be transitional housing, permanent housing for homeless people with disabilities, a particularly innovative project (or part of a project) for meeting the immediate and long-term needs of homeless individuals and families, or supportive services for homeless people. Supportive services may be provided to

homeless persons independently of supportive housing. The 1992 act requires that at least 25 percent of the funds appropriated for the program be used for homeless families with children, at least 25 percent for homeless people with disabilities, and at least 10 percent for supportive services for homeless people who do not reside in supportive housing.

New features of the program include the following:

- Eligible applicants are states, local governments, other governmental entities (including PHAS), Indian tribes, private nonprofit organizations, and community health associations that are public nonprofit organizations. These applicants are eligible for all categories of funding, whereas before only states and Indian tribes were eligible for the Permanent Housing Program for Handicapped Homeless Persons.
- The cost of leasing structures is eligible for funding apart from operating costs. Recipients are not required to provide a local share of the cost of leasing or supportive services.
- Recipients are required to involve homeless people in making policies and decisions for the projects, as well as in other activities, such as constructing, rehabilitating, maintaining, and operating projects and providing supportive services through employment or volunteer efforts to the extent practicable.
- A one-for-one match for acquisition, rehabilitation, and new construction grants is still required. This match must now be in cash, which the recipient may provide from federal, state, local, or private sources.
- The occupancy charge for residents may be less than, but may not exceed, the amount determined under section 3(a) of the U.S. Housing Act of 1937.
- On terminating assistance to any participant, recipients must provide the participant with legal redress.

HUD implemented a 2-stage application process for determining fiscal year 1993 awards for SHP. The first stage has been completed, and grants were awarded conditionally. As of March 1994, HUD was conducting the second stage of the award process. Because the selection of award recipients had not been finalized, HUD was not able to provide funding data by state.

Supplemental Assistance for Facilities to Assist the Homeless

How the Program Worked

SAFAH was designed to provide two types of assistance for the homeless:¹ (1) comprehensive assistance for particularly innovative programs meeting the immediate and long-term needs of homeless individuals and families and (2) supplemental assistance to ESG- or SHDP-funded projects.

In fiscal year 1992, SAFAH funds were limited to projects that demonstrated innovative approaches to help families with children move from transitional to permanent housing.

Decision Process for Providing Funds

Competition for grants under SAFAH for fiscal year 1992 was limited to state governments. Each state could submit one application, although several projects within the state could be proposed. By restricting eligibility for the program to states, HUD attempted to use its limited funding more effectively. Applications were submitted and reviewed at HUD headquarters. In fiscal year 1992, HUD awarded \$10.4 million to fund projects in 11 states and the District of Columbia.

Fiscal Year 1993 Funding and Program Changes

SAFAH was folded into SHP. For more details, see the discussion of fiscal year 1993 funding and program changes for SHP.

Table III.6 shows the funds authorized and appropriated for SAFAH for fiscal years 1987-92. Table III.7 shows the amounts provided in fiscal year 1992, by state (including the District of Columbia).

¹P.L. 102-550 consolidated SHDP and SAFAH into SHP in fiscal year 1993. Many features of the former programs are found in the new program.

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Table III.6: Funds Authorized and Appropriated for the Supplemental Assistance for Facilities to Assist the Homeless Program

Dollars in millions

| Funding | Fiscal year ^a | | | | | |
|--------------|--------------------------|--------|--------|--------|--------|--------|
| | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 |
| Authorized | \$25.0 | \$25.0 | \$10.0 | \$11.0 | \$30.0 | \$30.0 |
| Appropriated | 15.0 | 0.0 | 0.0 | 10.8 | 10.8 | 11.3 |

^aSee Table III.3 for the fiscal year 1993 authorization and appropriation for SHP.

Table III.7: The Supplemental Assistance for Facilities to Assist the Homeless Program—Funds Provided for Fiscal Year 1992

| State | Amount |
|----------------------|---------------------|
| Colorado | \$ 999,147 |
| District of Columbia | 926,228 |
| Indiana | 951,570 |
| Kentucky | 931,199 |
| Maryland | 961,730 |
| Nevada | 571,115 |
| New Jersey | 999,887 |
| New York | 1,000,000 |
| North Carolina | 997,498 |
| Ohio | 459,644 |
| Oregon | 854,725 |
| Virginia | 717,497 |
| Total | \$10,370,240 |

**Section 8 Moderate
Rehabilitation
Program for
Single-Room-
Occupancy Dwellings
for Homeless
Individuals**

How the Program Works

This program is designed to provide rental assistance funds to owners of single-room-occupancy (SRO) housing who rent rehabilitated SRO housing units to homeless individuals. An SRO is a one-room unit in a multiunit

structure, occupied by an eligible individual capable of independent living. Under the McKinney Act, homeless individuals have first priority to live in these units.

Under this program, a building owner who rehabilitates a substandard property for SRO units receives 10 years of guaranteed section 8 rental assistance for the tenants. The owner is paid the difference between (1) the lesser of either the actual rent charged for the unit or the fair market rent and (2) that portion payable by the tenant, which is 30 percent of a tenant's adjusted monthly income. In such projects, the monthly rent for each unit includes, among other things, the rehabilitation costs borne by the owner. Rehabilitation costs for fiscal year 1992 were limited to \$15,500 per unit and for fiscal year 1993 to \$15,700 per unit, plus costs for required fire and safety improvements.

HUD and a PHA enter into an annual contribution contract that guarantees the availability of funds for rental assistance and the PHA's administrative costs. Once a housing authority secures a contract from HUD, it executes a contract with the owner of the building with SRO units. The contract establishes the conditions under which rental assistance will be paid after the rehabilitation has been completed. PHAs must also conduct outreach to let homeless people know that the program is available and to ensure that needed supportive services are provided.

Decision Process for Providing Funds

HUD makes funding for this program available through a competitive process. The Housing and Community Development Act of 1992 now permits private nonprofit organizations as well as PHAs and Indian housing authorities to apply directly for SRO assistance. If a private nonprofit organization is funded, however, it has to contract with a PHA to administer the rental assistance. HUD funds those applicants that best demonstrate a need for the assistance and the ability to undertake and carry out the program. In applying to this program, applicants must

- describe the size and characteristics of the population within their jurisdiction that would occupy the SRO dwellings;
- list related supportive services and resources for the residents that would be provided from public and private sources;
- describe suitable housing stock to be rehabilitated with such assistance; and
- describe the interest that builders, developers, and potential participants have expressed in the program.

HUD conducts environmental reviews of the applicants that it has conditionally selected and ranks them on the basis of a combination of factors, such as the need for assistance demonstrated by the applicant and the applicant's ability to undertake the project. The highest-ranked projects receive funding. In fiscal year 1992, HUD awarded \$93.9 million in rental assistance to 26 PHAs to rehabilitate a total of 1,912 units.

Fiscal Year 1993 Funding and Program Changes

In fiscal year 1993, \$105 million was authorized and \$105 million was appropriated for the SRO program. Changes to the program include the following:

- Projects are no longer required to use the PHA waiting list for residents.
- PHAs may now apply for assistance for SRO units they own.
- The minimum expenditure on rehabilitation required for participation in the program was raised to \$3,000 per unit, and the size of the project was limited to 100 units.
- Recipients of assistance are responsible for maintaining any records and making any reports that HUD may require for evaluating the program's results.
- The definition of single-room-occupancy housing was clarified.

HUD implemented a 2-stage application process for determining fiscal year 1993 awards for the SRO program. The first stage has been completed, and grants were awarded conditionally. As of March 1994, HUD was conducting the second stage of the award process. Because the selection of award recipients had not been finalized, HUD was not able to provide funding data by state.

Table III.8 shows the funds authorized and appropriated for this program for fiscal years 1987-93. Table III.9 shows the total amounts provided for fiscal year 1992, by state.

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Table III.8: Funds Authorized and Appropriated for the Section 8 Moderate Rehabilitation Program for Single-Room-Occupancy Dwellings for Homeless Individuals

| Dollars in millions | | | | | | | |
|-------------------------|-------------|------------------|--------|--------|--------|--------|---------|
| Funding | Fiscal year | | | | | | |
| | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 | 1993 |
| Authorized ^a | \$35.0 | \$35.0 | \$50.0 | \$50.0 | \$79.0 | \$82.4 | \$105.0 |
| Appropriated | 35.0 | 0.0 ^b | 45.0 | 73.2 | 104.0 | 105.0 | 105.0 |

^aAuthorized amounts for this program are cumulative.

^bNo funds were specifically earmarked for this program. However, P.L. 100-202 provided \$496 million for HUD's Section 8 Moderate Rehabilitation Program, of which as much as \$35 million (the full authorization) could have been used for the McKinney Act's Section 8 SRO program.

Table III.9: The Section 8 Moderate Rehabilitation Program for Single-Room-Occupancy Dwellings for Homeless Individuals—Funds Provided for Fiscal Year 1992

| State | Amount ^a |
|---------------|---------------------|
| Arizona | \$ 619,920 |
| California | 20,393,400 |
| Delaware | 2,546,640 |
| Florida | 405,000 |
| Georgia | 8,019,840 |
| Idaho | 381,480 |
| Illinois | 8,445,600 |
| Maryland | 1,804,320 |
| Massachusetts | 18,093,840 |
| Michigan | 3,003,840 |
| New York | 2,826,240 |
| Ohio | 3,422,400 |
| Oklahoma | 387,360 |
| Oregon | 4,930,560 |
| Pennsylvania | 4,285,440 |
| Virginia | 3,527,040 |
| Washington | 8,016,000 |
| West Virginia | 2,768,880 |
| Total | \$93,877,800 |

^aThese amounts include the funds provided directly to the state or territory and to localities in the states.

Shelter Plus Care

The National Affordable Housing Act of 1990 authorized \$123.2 million in fiscal year 1991 for the Shelter Plus Care (s+c) program. Although the

Congress did not fund the program in fiscal year 1991, it funded the program partially in fiscal year 1992 and entirely in fiscal year 1993.

How the Program Works

S+C provides long-term rental assistance, together with supportive services funded from sources outside the program, to homeless people with disabilities. Assistance is targeted primarily to homeless people who are living in places not ordinarily intended for human habitation or in emergency shelters and are seriously mentally ill; have chronic problems with alcohol, drugs, or both; or have acquired immunodeficiency syndrome (AIDS) and related diseases. In addition, families of homeless people with these disabilities may receive assistance. The program is designed to allow applicants to provide housing in a variety of settings, such as group settings or individual units in the community, depending on the kinds of supportive services needed by the homeless individuals. Appropriate supportive services designed to enable participants to achieve and maintain independent living must be made available to the proposed participants. Eligible applicants are states, units of local governments, PHAS, and Indian tribes.

In fiscal year 1992, S+C had three major components: (1) Tenant-Based Rental Assistance (TRA), which provided grants for rental assistance to participants for housing usually of their choice over a 5-year period; (2) Sponsor-Based Rental Assistance (SRA), which provided grants for rental assistance through contracts with sponsor organizations (i.e., a private nonprofit organization or a community mental health agency established as a public nonprofit organization) over a 5-year period; and (3) Section 8 Moderate Rehabilitation for Single-Room-Occupancy (SRO) Dwellings for Homeless Individuals, which provided grants for rental assistance for 10 years in connection with the moderate rehabilitation of SRO housing units. Recipients may receive rental assistance for up to 100 SRO units per application; these units must be rehabilitated with funds from other sources. Furthermore, states, units of local government, and Indian tribes applying for participation in the program must subcontract with a PHA to administer the S+C/SRO assistance.

For fiscal year 1992, \$258.6 million was authorized and \$110.5 million was appropriated. These funds were used to fund two of the three components: SRA and SRO.

Decision Process for Providing Funds

The Secretary of HUD is authorized to conduct a national competition to award grants in each of the program's components, with the proviso that

no more than 10 percent of the available funds can be awarded to any one local government.

Fiscal Year 1993 Funding and Program Changes

For fiscal year 1993, the Congress authorized and appropriated \$266.55 million for S+C. This sum, combined with about \$33 million in unobligated funds carried over from fiscal year 1992, made about \$300 million available for the 1993 national S+C competition and covered all components of the program.

The Housing and Community Development Act of 1992 (P.L. 102-550) amended S+C, as follows:

- The former Homeless Rental Housing Assistance (HRHA) component was renamed Tenant-Based Rental Assistance (TRA), and the Section 202 Rental Assistance component was renamed Sponsor-Based Rental Assistance (SRA). (These name changes reflected earlier HUD-sponsored changes.)
- A new component—Project-Based Rental Assistance (PRA)—was established. Under PRA, the recipient provides rental assistance to an owner of an existing structure for units occupied by eligible persons. The agreement must be for 5 years of assistance, or for 10 years if the units are rehabilitated using funds other than those provided under the S+C program and at least \$3,000 is spent for each unit to bring that unit into compliance with local codes. The rehabilitation must be completed within 12 months of the date of the grant agreement.
- Specific funding levels for each component were eliminated, allowing S+C funds to be used for any component as long as at least 10 percent is made available for each component.
- PHAS are now eligible to apply for participation in all four components. In addition, the requirement for a PHA and governmental entity to apply jointly for assistance under the SRO component was eliminated, and any eligible applicant may now apply independently for assistance under this component.
- Community mental health centers established as public nonprofit organizations are included in the definition of a nonprofit organization under S+C.
- Each recipient must have at least one homeless or formerly homeless person on its board of directors or otherwise involved in considering policies and decisions. Recipients must also, to the maximum extent possible, involve homeless persons in employment, volunteer services, the construction or rehabilitation of property, and the provision of supportive services.

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HUD implemented a 2-stage application process for determining fiscal year 1993 awards for S+C. The first stage has been completed, and grants were awarded conditionally. As of March 1994, HUD was conducting the second stage of the award process. Because the selection of award recipients had not been finalized, HUD was not able to provide funding data by state.

Table III.10 shows the funds authorized and appropriated for this program for fiscal years 1991-93. Table III.11 shows the totals provided for fiscal year 1992, by state.

Table III.10: Funds Authorized and Appropriated for the Shelter Plus Care Program

| | Dollars in millions | | |
|--------------|---------------------|-------------------|---------------------|
| | Fiscal year | | |
| | 1991 | 1992 ^a | 1993 |
| Authorized | \$123.2 | \$258.6 | \$266.55 |
| Appropriated | 0 | 110.5 | 266.55 ^b |

^aThe Congress funded only the SRO and SRA portions of this program in fiscal year 1992.

^bThis amount does not include \$33 million in unobligated funds carried over from fiscal year 1992.

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**Table III.11: The Shelter Plus Care
Program—Funds Provided for Fiscal
Year 1992**

| State | Amount |
|----------------|---------------------|
| Arizona | \$ 3,116,160 |
| California | 19,441,020 |
| Connecticut | 1,063,200 |
| Florida | 5,056,200 |
| Illinois | 1,220,400 |
| Indiana | 525,900 |
| Maine | 771,780 |
| Maryland | 1,818,120 |
| Massachusetts | 5,292,360 |
| Michigan | 1,770,120 |
| Minnesota | 1,727,280 |
| New Jersey | 6,744,000 |
| New York | 12,512,580 |
| North Carolina | 1,411,680 |
| Ohio | 2,884,200 |
| Pennsylvania | 6,097,560 |
| Texas | 2,626,560 |
| Vermont | 759,600 |
| Washington | 2,650,320 |
| Total | \$77,489,040 |

Housing Opportunities for Persons With AIDS

Housing Opportunities for Persons With AIDS (HOPWA), a non-McKinney Act program, was authorized by the National Affordable Housing Act of 1990.

How the Program Works

HOPWA provides states and localities with the resources and incentives to devise long-term comprehensive strategies for meeting the housing needs of low-income and homeless persons with AIDS and related diseases. Activities and services eligible for funding include (1) housing information services, including, but not limited to, counseling, information, and referral services to help eligible individuals locate, acquire, finance, and maintain housing; (2) the identification of resources to establish, coordinate, and develop housing assistance; (3) the acquisition, rehabilitation, conversion, lease, and repair of facilities to provide housing and services; (4) the construction of new SRO dwellings and community residences only; (5) project- or tenant-based rental assistance;

(6) short-term rent, mortgage, and utility payments to prevent a tenant or mortgagor of a dwelling from becoming homeless; (7) supportive services (including but not limited to health and mental health care, assessment, permanent housing placement, drug and alcohol abuse treatment and counseling, day care, nutritional services, intensive care when required, and assistance in gaining access to local, state, and federal government benefits and services); (8) operating costs for housing (including costs for maintenance, security, operations, insurance, utilities, furnishings, equipment, supplies, staff training and recruitment, and incidentals); (9) technical assistance in establishing and operating a community residence (including planning and other predevelopment or preconstruction expenses); (10) for community residences only, administrative expenses (including but not limited to the costs of community outreach and education about AIDS and related diseases); and (11) any other activity proposed by the applicant and approved by HUD.

Decision Process for Providing Funds

Although the Congress authorized \$156 million for HOPWA in fiscal year 1992, it appropriated \$47.7 million. Section 854(c) of the act provides that 90 percent of the funds be allocated in accordance with a specified formula and that the remaining amount be awarded competitively. In fiscal year 1992, \$42.9 million was allocated by formula to eligible states and designated applicants for eligible metropolitan areas (EMA). Eleven states (including the Commonwealth of Puerto Rico) and 27 metropolitan areas qualified for allocations by formula for fiscal year 1992. In addition, \$4.8 million was awarded competitively for (1) special projects of national significance and (2) projects submitted by states that did not qualify for allocation by formula, localities outside EMAS, and localities inside EMAS that did not have a HUD-approved CHAS. For both types of projects, HUD considered the applicant's capacity, the need for the project, the appropriateness of the proposed housing and supportive services, and the extent to which the project leveraged public and private resources. The competitive awards for fiscal year 1992 went to two states and eight local governments.

Fiscal Year 1993 Funding and Program Changes

For fiscal year 1993, \$150 million was authorized and \$100 million was appropriated for HOPWA. Of the \$100 million, \$90 million was allocated by formula to 15 states (including the Commonwealth of Puerto Rico) and 28 cities (including the District of Columbia) in eligible metropolitan areas and \$10 million was originally reserved for a national competition. The

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\$10 million, however, was rolled over into fiscal year 1994 to be used in that year's national competition.

The 1993 program was changed by the Housing and Community Development Act of 1992 (P.L. 102-550) and by a second Interim Rule, published in the Federal Register on December 28, 1992. The program now specifies that the family of a low-income person—with AIDS or a related disease—is eligible for assistance. Formula grants for eligible metropolitan statistical areas will be administered by the largest city in that area. Nonprofit organizations are eligible to apply for a competitive grant for special projects of national significance. Eligible activities include administrative expenses for grantees (not more than 3 percent of the grant amount) and for project sponsors (not more than 7 percent). Family members are eligible for supportive services except for health services.

Table III.12 shows the funds provided to applicants for fiscal years 1992 and 1993, by their state (including the District of Columbia and the Commonwealth of Puerto Rico). In some cases, formula grants to metropolitan areas cross state lines and are reported under the applicant's respective state. For example, the fiscal year 1992 award for the metropolitan Washington, D.C., area is reported under Maryland, where the applicant was based.

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**Table III.12: The Housing Opportunities
for Persons With AIDS
Program—Funds Provided for Fiscal
Years 1992 and 1993**

| State | FY 92 amount | FY 93 amount |
|----------------------|---------------------|---------------------------------|
| Arizona | 0 | \$ 571,000 |
| California | \$ 9,437,000 | 19,523,000 |
| Colorado | 300,000 | 709,000 |
| Connecticut | 433,000 | 882,000 |
| District of Columbia | 0 | 2,292,000 |
| Florida | 5,750,000 | 11,188,000 |
| Georgia | 1,597,000 | 2,341,000 |
| Illinois | 919,000 | 2,292,000 |
| Indiana | 438,111 | 0 |
| Louisiana | 429,000 | 1,082,000 |
| Maryland | 1,761,000 | 1,091,000 |
| Massachusetts | 1,089,000 | 1,188,000 |
| Michigan | 321,000 | 729,000 |
| Missouri | 442,000 | 925,000 |
| New Jersey | 2,958,000 | 5,912,000 |
| New York | 12,596,834 | 22,817,000 |
| North Carolina | 395,000 | 822,000 |
| Ohio | 526,000 | 1,086,000 |
| Pennsylvania | 1,251,000 | 2,300,000 |
| Puerto Rico | 1,837,000 | 3,124,000 |
| South Carolina | 0 | 519,000 |
| Tennessee | 0 | 542,000 |
| Texas | 4,054,166 | 6,610,000 |
| Virginia | 299,000 | 630,000 |
| Washington | 372,000 | 825,000 |
| Wisconsin | 500,000 | 0 |
| Total | \$47,705,111 | \$90,000,000^a |

^aThe fiscal year 1993 total does not include \$10 million that was originally set aside for competitive awards but has now been carried over to fiscal year 1994 to be used for that year's competitive awards.

The Federal Emergency Management Agency's Assistance Program for the Homeless

This appendix describes the Federal Emergency Management Agency's (FEMA) assistance program for the homeless—the Emergency Food and Shelter Program (EFSP)—for fiscal years 1992 and 1993.

Emergency Food and Shelter Program

How the Program Works

EFSP is designed to get funds quickly into the hands of food and shelter providers to alleviate the most pressing needs of homeless people. The program is not intended to address long-standing issues of poverty but rather to supplement the current pool of resources available to provide emergency food and shelter assistance. The program funds the purchase of food, consumable supplies essential to the operation of shelters and mass-feeding facilities, and small equipment; per-diem sheltering costs; the limited leasing of capital equipment; utility and rent/mortgage assistance for people on the verge of becoming homeless; the first month's rent to help families and individuals moving out of shelters or other precarious circumstances into a stable environment; emergency lodging; and the minor rehabilitation of shelter facilities.

Providers receiving EFSP funds vary in size and in the types of services they provide. For the most part, the smaller-scale providers (those with average annual operating budgets between \$4,600 and \$26,000) supply emergency food assistance such as groceries, food vouchers, or prepared meals, but in several cases they also provide rent, mortgage, and utility assistance. Some also provide on-site shelter. Medium- to large-scale providers (those whose annual operating budgets average between \$91,000 and \$1.5 million) more routinely supply shelter, rent or mortgage assistance, and utility assistance in addition to food assistance.

Decision Process for Providing Funds

The EFSP National Board, which FEMA chairs, determines the local jurisdictions (and territories) eligible to receive funding through a formula that considers

- the most current 12-month national unemployment rate,
- the total number of unemployed persons within a civil jurisdiction,¹

¹A civil jurisdiction is generally defined as an area, usually drawn along county lines, with 50,000 or more inhabitants.

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- the total number of individuals below the poverty level within a civil jurisdiction, and
- the total population of the civil jurisdiction.

The national board consists of representatives from six national charitable organizations: the American Red Cross; the Catholic Charities, U.S.A.; the Council of Jewish Federations, Inc.; the National Council of Churches of Christ in the U.S.A.; the Salvation Army; and the United Way of America, which serves as the national board's secretariat and fiscal agent.

However, before eligible communities are actually awarded money, they must convene a local EFSP board. The local board advertises the availability of funds, identifies the programs and local providers that will receive the funds, promotes cooperation among agencies, monitors performance, and reports back to the national board on the identity of the recipients and their planned use of the money. Representatives on the local board are, for the most part, affiliates of the voluntary organizations represented on the national board. Local boards are also encouraged to expand participation by inviting or notifying other private nonprofit organizations to serve on the board.

In addition to the funds that go directly to eligible local jurisdictions, some EFSP funds are reserved for state set-aside committees. These committees, whose members represent groups similar to those represented on the national board, recommend additional jurisdictions in their respective states for national board funding. (Jurisdictions that are already receiving money directly from the national board are not exempt from receiving additional funding through these state set-aside committees. However, emphasis is placed on funding areas not previously funded.) This arrangement allows for flexibility and regional expertise when deserving communities are selected. The national board makes the final decision and directly allocates funds to these additional jurisdictions.

For fiscal year 1992, the national board awarded over \$132 million² to over 10,000 local providers in almost 2,500 jurisdictions. Of the approximately \$132 million awarded, FEMA estimated that about 59 percent was allocated for emergency shelters and food assistance; about 40 percent was paid for services to prevent homelessness, such as emergency rent, mortgage, and utility payments; and the remaining 1 percent was used to cover administrative costs.

²The difference between the \$134 million appropriated and the \$132 million allocated represents the funds withheld for the national board's administration and for awards that were not claimed or processed.

Fiscal Year 1993 Funding and Changes

For fiscal year 1993, \$180 million was authorized for EFSP and \$129 million was appropriated, of which \$127.7 million³ was allocated in over 2,500 jurisdictions to approximately 10,000 agencies. As of January 21, 1994, FEMA estimated that about 61 percent was allocated for emergency shelters and food assistance; about 38 percent was paid for services to prevent homelessness, such as emergency rent, mortgage, and utility payments; and the remaining 1 percent was used to cover administrative costs.

During fiscal year 1993, the national board instituted several changes for EFSP. First, the board required local recipient organizations (LRO) to provide a federal employer's taxpayer identification number (FEIN) to the national and local boards. The national board staff uses the FEIN to track the LROs that operate in more than one jurisdiction. Second, the national board allowed local boards to approve either a \$5 or a \$10 per-diem allowance for LROs. Third, the national board stipulated that, when more than one agency is providing rent/mortgage or utility assistance to a homeless person, the local board must adopt a coordinated process to prevent duplication of assistance. Fourth, local boards now must have at least one member who is or was a homeless person. Finally, the national board began using the 1990 Census poverty statistics for the jurisdiction level in allocating funds once the statistics became available.

In addition, the national board encouraged local boards to expand participation by inviting nonparticipating private nonprofit organizations to serve on the board, and it recommended that local boards be sensitive to the needs of homeless people with mental and physical disabilities and illnesses. The local boards were also encouraged to identify and assist the elderly, families with children, Native Americans, and veterans.

Table IV.1 shows the funds authorized and appropriated for fiscal years 1987-93 for EFSP. Table IV.2 shows the amounts provided for fiscal years 1992 and 1993, by state or territory (including the District of Columbia and the Commonwealth of Puerto Rico).

³The difference between the \$129.0 million appropriated and the \$127.7 million allocated represents funds withheld for the national board's administration and for awards that were not claimed or processed, as of Jan. 21, 1994.

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Table IV.1: Funds Authorized and Appropriated for the Emergency Food and Shelter Program

| Dollars in millions | | | | | | | |
|---------------------|--------------------|---------|--------------------|---------|---------|---------|---------|
| Funding | Fiscal year | | | | | | |
| | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 | 1993 |
| Authorized | \$85.0 | \$124.0 | \$129.0 | \$134.0 | \$150.0 | \$150.0 | \$180.0 |
| Appropriated | 125.0 ^a | 114.0 | 126.0 ^b | 130.9 | 134.0 | 134.0 | 129.0 |

^aIn addition to \$80 million in appropriations, EFSP received \$45 million from FEMA's Disaster Relief Program, transferred under P.L. 100-6.

^bIn addition to \$114 million in appropriations, EFSP received \$12 million from HUD's Urban Development Action Grants Program, transferred under P.L. 100-45.

Table IV.2: The Emergency Food and Shelter Program—Funds Provided for Fiscal Years 1992 and 1993

| State/Territory | FY 92 amount ^a | FY 93 amount ^a |
|----------------------|---------------------------|---------------------------|
| Alabama | \$2,438,633 | \$1,982,188 |
| Alaska | 250,000 | 257,464 |
| American Samoa | 139,293 | 134,096 |
| Arizona | 1,586,932 | 1,832,458 |
| Arkansas | 1,377,419 | 1,171,046 |
| California | 18,125,181 | 17,761,733 |
| Colorado | 1,103,501 | 1,120,759 |
| Connecticut | 1,624,040 | 1,857,913 |
| Delaware | 425,261 | 267,861 |
| District of Columbia | 377,397 | 342,187 |
| Florida | 7,491,997 | 7,509,367 |
| Georgia | 2,982,079 | 2,166,056 |
| Guam | 132,660 | 127,710 |
| Hawaii | 250,000 | 250,000 |
| Idaho | 397,675 | 369,733 |
| Illinois | 6,486,756 | 7,017,928 |
| Indiana | 2,564,752 | 2,026,604 |
| Iowa | 684,134 | 800,553 |
| Kansas | 674,612 | 630,512 |
| Kentucky | 1,837,571 | 1,729,363 |
| Louisiana | 2,092,076 | 2,097,187 |
| Maine | 771,128 | 600,021 |
| Maryland | 2,014,507 | 2,011,502 |
| Massachusetts | 4,580,370 | 4,037,587 |
| Michigan | 6,791,493 | 6,063,817 |
| Minnesota | 1,632,660 | 1,540,891 |
| Mississippi | 1,745,306 | 1,378,563 |

(continued)

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| State/Territory | FY 92 amount^a | FY 93 amount^a |
|--------------------------|----------------------------------|----------------------------------|
| Missouri | 2,510,779 | 2,283,739 |
| Montana | 368,470 | 383,876 |
| Nebraska | 250,000 | 259,116 |
| Nevada | 535,189 | 500,019 |
| New Hampshire | 396,840 | 446,720 |
| New Jersey | 4,090,740 | 4,112,354 |
| New Mexico | 854,256 | 718,120 |
| New York | 9,483,225 | 9,695,617 |
| North Carolina | 2,917,302 | 2,623,610 |
| North Dakota | 250,000 | 250,000 |
| Northern Mariana Islands | 86,229 | 83,012 |
| Ohio | 5,393,712 | 5,032,104 |
| Oklahoma | 1,461,737 | 1,425,081 |
| Oregon | 1,489,720 | 1,499,992 |
| Pennsylvania | 6,290,717 | 5,923,354 |
| Puerto Rico | 2,124,241 | 2,325,166 |
| Rhode Island | 660,705 | 654,968 |
| South Carolina | 1,696,344 | 1,614,339 |
| South Dakota | 250,000 | 250,000 |
| Tennessee | 2,514,893 | 2,343,309 |
| Texas | 9,281,799 | 9,066,899 |
| Trust Territories | 119,394 | 114,939 |
| Utah | 545,645 | 526,449 |
| Vermont | 323,072 | 250,000 |
| Virgin Islands | 185,724 | 178,794 |
| Virginia | 2,361,589 | 2,319,335 |
| Washington | 2,439,686 | 2,556,408 |
| West Virginia | 1,306,124 | 1,321,023 |
| Wisconsin | 1,644,435 | 1,616,558 |
| Wyoming | 250,000 | 250,000 |
| Total | \$132,660,000^b | \$127,710,000^c |

^aThese amounts include the funds awarded to the state set-aside committees and to the eligible localities within each state.

^bThis figure includes deobligated funds carried over from fiscal year 1991.

^cThis figure includes deobligated funds carried over from fiscal year 1992.

The Department of Health and Human Services' Assistance Programs for the Homeless

This appendix describes the Department of Health and Human Services' (HHS) assistance programs for the homeless for fiscal years 1992 and 1993. These programs are the Research Demonstration Projects for Alcohol and Drug Abuse Treatment of Homeless Persons; the Community Mental Health Services Demonstration Projects for Homeless Individuals Who Are Chronically Mentally Ill and its successor, Access to Community Care and Effective Services and Supports (ACCESS); Projects for Assistance in Transition from Homelessness (PATH); the Emergency Community Services Homeless Grant Program (EHP); the Family Support Center and Gateway Demonstration Programs; the Health Care for the Homeless program; and the Health Care for Homeless Children Demonstration Program.

Research Demonstration Projects for Alcohol and Drug Abuse Treatment of Homeless Persons

Through the end of fiscal year 1992, this research demonstration program was administered by the National Institute on Alcohol Abuse and Alcoholism (NIAAA) in consultation with the National Institute on Drug Abuse (NIDA). The Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA) Reorganization Act of 1992 (P.L. 102-321) transferred the legislative authority for NIAAA's McKinney Act programs to the Substance Abuse and Mental Health Services Administration (SAMHSA), effective in fiscal year 1993.

How the Program Worked

The purpose of this program was to implement, document, and evaluate successful and replicable approaches to community-based treatment and rehabilitation services for homeless individuals who abuse alcohol and drugs. The program represented a collaborative effort between (1) primarily university-based researchers who were responsible for the project's overall design and program evaluation and (2) community-based service providers who offer alcohol and drug treatment rehabilitation services.

Projects funded in this program focused on three primary objectives: (1) reducing the consumption of alcohol and drugs, (2) increasing the levels of shelter and residential stability, and (3) enhancing the economic and/or employment status of the target population. Applicants applying for funds under this program were strongly encouraged by NIAAA to give extra attention to minorities and other homeless subpopulations, such as women with children and adolescents.

The program consisted of two rounds of research demonstration grants. The first—the Community Demonstration Grant Projects for Alcohol and

Drug Abuse Treatment of Homeless Individuals—consisted of nine community-based grants awarded in fiscal year 1988 for 2 years each. Fiscal year 1989 funds were used to extend seven of these projects for a third year, ending in the fall of 1991. In order to build scientifically based knowledge about effective treatment for abusers of alcohol and drugs, NIAAA allocated 25 percent of each award to site-level evaluations. The site-level evaluations were completed in September 1991. All of the projects also participated in a national evaluation, whose findings were published in September 1993.

The second round consisted of 14 cooperative agreement grant projects that were selected in fiscal year 1990 from 40 approved applications. The 14 projects, which were located in metropolitan areas, have served an estimated 5,000 homeless adults. Nine of the projects served both men and women, while one served only women with children. Researchers from a majority of the projects evaluated models of case management and their efficacy as a method of intervention for this population. Many of the projects also tested various types of alcohol- and drug-free housing.

For this generation of projects, NIAAA entered into cooperative agreements with funding recipients. These agreements gave the Institute the ability to coordinate the collection, compilation, aggregation, and analysis of data obtained from a core battery of instruments being used at each of the project sites. Findings from this second round of projects are expected to be published in 1994.

Decision Process for Providing Funds

Funds were awarded by NIAAA through a process that began with a review of applications by a panel of nongovernmental experts in research on alcohol and drug abuse and homelessness. The panel assessed the technical merit of the proposals on the basis of criteria that included

- the extent to which the proposed research would enhance scientific knowledge of the effectiveness of methods of intervention for the target population;
- the rigor of the evaluation's research design and methodology;
- the scientific and technical ability and experience of the principal investigator in conducting research on the treatment of alcohol and drug abuse, services for the homeless, or program evaluation;
- evidence that the proposed collaboration was appropriate and that the service providers were committed to it.

Those applicants receiving the best scores from the peer review panel received a preaward site visit from a team composed of a federal program staff person and two expert consultants—one knowledgeable about program evaluation research and the other about service programs.

In its funding decisions, NIAAA took into account the score and comments received from the peer review panel and the written reports from the site visits, as well as criteria like the geographic distribution of the awards, the balance of awards across diverse racial/ethnic minority populations, and the availability of funds.

Fiscal Year 1993 Funding and Program Changes

As a result of the ADAMHA Reorganization Act of 1992 (P.L. 102-321), the legislative authority for NIAAA's McKinney Act programs was transferred to SAMHSA, effective in fiscal year 1993. SAMHSA is the successor to ADAMHA as the federal agency with the primary responsibility for sponsoring research and providing services to reduce and control substance abuse and mental health problems. Therefore, NIAAA did not receive an appropriation for McKinney Act programs for fiscal year 1993. The transferred McKinney Act funds are administered by SAMHSA's Center for Mental Health Services (CMHS) and Center for Substance Abuse Treatment. SAMHSA did not continue this research demonstration program in fiscal year 1993 and applied these funds to other McKinney Act programs.

Table V.1 shows the funds authorized and appropriated for the Research Demonstration Projects for Alcohol and Drug Abuse Treatment for Homeless Persons for fiscal years 1987-92. Table V.2 shows the total funds provided for fiscal year 1992, by state.

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Table V.1: Funds Authorized and Appropriated for the Research Demonstration Projects for Alcohol and Drug Abuse Treatment for Homeless Persons

| Dollars in millions | | | | | | |
|---------------------------|--------------------------|------|--------|--------|------------------------|------------------------|
| Funding | Fiscal year ^a | | | | | |
| | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 |
| Authorized | \$10.0 | \$0 | \$14.0 | \$17.0 | such sums ^b | such sums ^b |
| Appropriated ^c | 9.2 | 0 | 4.5 | 16.4 | 16.4 ^d | 16.0 ^e |

^aBecause the legislative authority for NIAAA's McKinney Act programs was transferred to SAMHSA in fiscal year 1993, NIAAA did not receive a fiscal year 1993 appropriation for McKinney Act programs. See the section on ACCESS for information about fiscal year 1993 funding.

^bFor fiscal years 1991-92, the Congress authorized "such sums as may be necessary" for this program.

^cFor each fiscal year, the funds shown were appropriated as part of a lump sum for alcohol and drug abuse treatment and mental health activities. No funds were specifically earmarked, and the amounts shown here are the agency's target spending levels.

^dAdded to the \$16 million appropriated was \$400,000 that had been appropriated in fiscal year 1990 but was not available until fiscal year 1991.

^eThe original appropriation for fiscal year 1992 was \$15,983,000. A rescission was later enacted, reducing the appropriation by \$28,000 and making the final amount, \$15,955,000, available for the NIAAA McKinney Act program.

Table V.2: The Research Demonstration Projects for Alcohol and Drug Abuse Treatment for Homeless Persons—Funds Provided for Fiscal Year 1992

| State ^a | Amount |
|--------------------|---------------------------------|
| Alabama | \$776,852 |
| Arizona | 986,440 |
| California | 1,020,241 |
| Colorado | 796,156 |
| Connecticut | 1,878,053 |
| Illinois | 2,020,007 |
| Louisiana | 958,904 |
| Missouri | 1,338,012 |
| New Hampshire | 1,009,943 |
| New Jersey | 742,893 |
| New Mexico | 597,249 |
| Pennsylvania | 1,104,614 |
| Washington | 984,074 |
| Total | \$14,213,438^b |

^aFunds were provided to demonstration projects located in these states.

^bThe difference between the total amount appropriated and provided for fiscal year 1992 represents the costs of technical assistance and of the national evaluation.

Community Mental Health Services Demonstration Projects for Homeless Individuals Who Are Chronically Mentally Ill

Through the end of fiscal year 1992, this demonstration program was administered by the National Institute of Mental Health (NIMH). As a result of the ADAMHA Reorganization Act of 1992 (P.L. 102-321), CMHS now administers demonstration programs for the homeless.

How the Program Worked

The Community Mental Health Services Demonstration Projects for Homeless Individuals Who Are Chronically Mentally Ill was a competitive grant program that supported the development of comprehensive service systems for homeless mentally ill adults and the testing of these systems' effectiveness. The goals of these projects were to respond comprehensively to the needs of the homeless mentally ill by

- coordinating mental health services—including outreach, case management, and treatment/rehabilitation—with a range of housing alternatives and supportive services;
- stimulating cooperation and formal linkages between health, mental health, housing, education, rehabilitation, and social welfare agencies in addressing the multiple needs of homeless mentally ill persons; and
- documenting and evaluating successful and replicable approaches to providing coordinated housing, treatment, and supportive services for homeless mentally ill persons.

One of the primary purposes of this research demonstration program was to promote and improve the coordination of mental health treatment, housing, and other support services. In January 1990, a memorandum of understanding was signed between the Secretary of HUD and the Secretary of HHS, in part to encourage better coordination of housing and services for homeless mentally ill individuals.

Applications were submitted by public and private nonprofit organizations, including universities and units of state or local government. For example, Harvard Medical School received over \$1 million in fiscal year 1990 to demonstrate the effects of two housing models—independent living and group homes—on homeless mentally ill persons currently living in transitional shelters in Boston.

Decision Process for Providing Funds

Applications for the grants were reviewed by a panel composed primarily of nonfederal scientific experts. Each application had a primary reviewer and two secondary reviewers. Each panelist independently reviewed and scored each application according to an extensive set of criteria designed to review each project's

- significance, including the extent to which the project might provide new knowledge of ways to serve mentally ill homeless persons;
- research design, including the quality and rigor of the methodology;
- program design, including the feasibility, quality, and appropriateness of the services and housing;
- evaluation research activities, including the collection of data and evaluation of intervention techniques; and
- staffing, resources, and budget, including the adequacy and appropriateness of the staff and the budget requested.

The panelists' scores were then averaged by NIMH's Division of Extramural Activities and a ranked list was provided to the Office of Programs for the Homeless Mentally Ill. The Office then selected the projects to be funded on the basis of the ranked average scores and the following three additional factors:¹

- the quality of the proposed project,
- the program's needs and priorities, and
- the availability of funds.

For fiscal year 1987, 2-year grants were awarded to 12 state mental health authorities. Fiscal year 1989 appropriations were used to fund 3-year competitive renewals of eight of the projects. For fiscal year 1990, NIMH received 30 grant applications from a variety of public and private nonprofit organizations for new 3-year research demonstration grant awards. NIMH awarded \$5 million to six grant applicants for their projects' first year of operation. Since 1990, NIMH has not awarded any new research demonstration grants under this program; fiscal year 1991 and 1992 funds were allocated for the continuation of these projects.

Fiscal Year 1993 Funding and Program Changes

For fiscal year 1993, the Congress authorized "such sums as may be necessary" for demonstration programs for the homeless. The appropriation of \$21.4 million was contained in a larger lump sum

¹Beginning in fiscal year 1993, NIMH's Division of Extramural Activities was replaced by CMHS' Office of Evaluation, Extramural Policy, and Review; the ranked list is now provided to CMHS' Homeless Program Section of the Division of Demonstration Programs for final selection.

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appropriated for HHS and represents the agency's spending target for McKinney Act demonstration programs for the homeless. The bulk of this \$21.4 million went for two new programs administered by the newly created SAMHSA and its Center for Mental Health Services: ACCESS and the Dual Diagnosis Treatment Demonstration Program.

ACCESS is a demonstration program funded in collaboration with HUD and the Departments of Labor, Education, Veterans Affairs, and Agriculture. In fiscal year 1993, approximately \$17 million was awarded for ACCESS cooperative agreements to nine states to provide services to homeless persons with serious mental illnesses in two comparable communities within each state. The program was implemented on the assumption that the integration of fragmented services could help end homelessness among persons with serious mental illnesses.

Also in fiscal year 1993, CMHS and the Center for Substance Abuse Treatment began a 3-year demonstration program to create effective treatment protocols to serve homeless persons who are mentally ill and have substance abuse problems. Through this program, known as the Dual Diagnosis Treatment Demonstration Program, over \$2.5 million was awarded to 16 sites throughout the country to develop manuals for intervening and treating populations with these co-existing disorders. Both centers hope to expand this program into a national demonstration at the end of the 3-year demonstration.

Table V.3 shows the funds authorized and appropriated for fiscal years 1987-93. Table V.4 shows the total amounts provided for the Community Mental Health Services Demonstration Projects for fiscal year 1992, by state. Table V.5 shows the total amounts provided for ACCESS for fiscal year 1993, by state. Table V.6 shows the total amounts provided for the Dual Diagnosis Treatment Demonstration Program for fiscal year 1993, by state.

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Table V.3: Funds Authorized and Appropriated for the Community Mental Health Services Demonstration Projects for Homeless Individuals Who Are Chronically Mentally Ill

| Dollars in millions | | | | | | | |
|---------------------------|-------------|------|--------|--------|------------------------|------------------------|------------------------|
| Funding | Fiscal year | | | | | | |
| | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 | 1993 |
| Authorized | \$10.0 | \$0 | \$11.0 | \$11.5 | such sums ^a | such sums ^a | such sums ^a |
| Appropriated ^b | 9.3 | 0 | 4.6 | 6.0 | 5.9 | 5.9 | 21.4 ^c |

^aFor fiscal years 1991-93, the Congress authorized "such sums as may be necessary" for this program.

^bFor each fiscal year, the funds shown were appropriated as part of a lump sum for alcohol and drug abuse treatment and mental health activities. No funds were specifically earmarked, and the amounts shown here are the agency's target spending levels.

^cIn fiscal year 1993, HHS' Assistant Secretary for Planning and Evaluation combined \$16 million from NIAAA's Research Demonstration Projects for Alcohol and Drug Abuse Treatment of Homeless Persons with the \$5.9 million from NIMH's Chronically Mentally Ill Demonstration Projects and gave \$21.4 million of it to CMHS to pursue McKinney Act programs. The bulk of this money went for two new fiscal year 1993 programs: ACCESS and the Dual Diagnosis Treatment programs.

Table V.4: The Community Mental Health Services Demonstration Projects for Homeless Individuals Who Are Chronically Mentally Ill—Funds Provided for Fiscal Year 1992

| State ^a | Amount |
|--------------------|--------------------------------|
| California | \$1,056,448 |
| Maryland | 1,199,636 |
| Massachusetts | 1,474,076 |
| New York | 1,414,535 |
| Total | \$5,144,695^b |

^aFunds were provided to demonstration projects in these states.

^bThe difference between the total amounts provided and the program's appropriation represents the costs of evaluation and technical assistance.

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Table V.5: The Access to Community Care and Effective Services and Supports Demonstration Program—Funds Provided for Fiscal Year 1993

| State^a | Amount |
|--------------------------|---------------------|
| Connecticut | \$1,716,511 |
| Illinois | 2,000,000 |
| Kansas | 1,948,558 |
| Missouri | 1,948,113 |
| North Carolina | 1,796,832 |
| Pennsylvania | 2,000,000 |
| Texas | 1,700,000 |
| Virginia | 2,000,000 |
| Washington | 1,700,000 |
| Total | \$16,810,014 |

^aFunds were provided to demonstration projects in these states.

Table V.6: The Dual Diagnosis Treatment Demonstration Program—Funds Provided for Fiscal Year 1993

| State^a | Amount |
|--------------------------|--------------------|
| Alaska | \$137,487 |
| California | 631,465 |
| Colorado | 175,747 |
| Connecticut | 185,921 |
| Florida | 167,400 |
| Massachusetts | 173,664 |
| Missouri | 153,548 |
| Nebraska | 174,081 |
| New York | 289,054 |
| Oregon | 112,080 |
| Pennsylvania | 160,241 |
| Virginia | 221,826 |
| Total | \$2,582,514 |

^aFunds were provided to demonstration projects in these states.

Projects for Assistance in Transition From Homelessness

How the Program Works

The McKinney Homeless Assistance Amendments of 1990 created the Projects for Assistance in Transition From Homelessness (PATH) formula grant program. PATH provides funds to each state, the District of Columbia, Puerto Rico, and the U.S. territories for services to homeless persons and to those at risk of becoming homeless who are also seriously mentally ill and have substance abuse disorders. Eligible services funded under PATH include outreach services; screening and diagnostic treatment services; habilitation and rehabilitation services; community mental health services; alcohol or drug treatment services (for mentally ill persons with substance abuse disorders); staff training; case management services; supportive and supervisory services in residential settings; and referrals for primary health care, job training, and education. In addition to funding improvements in the coordination of services and housing for the target population, the program may fund a limited set of housing services.

Decision Process for Providing Funds

Through the end of fiscal year 1992, ADAMHA² awarded grants to the states according to a statutory formula based on a ratio of the state's urban population to the urban population of the United States. The McKinney Act, as amended, requires that each state, the District of Columbia, and Puerto Rico receive no less than \$300,000, and that the four territories (Guam, the Virgin Islands, American Samoa, and the Northern Mariana Islands) receive no less than \$50,000.

Funding is not automatic. As under the CMHS block grant program, states are required to apply for funds, describe their intended use, match the funds (on a 1-to-3 basis), and submit annual reports documenting expenditures. Similarly, if a state fails to comply with the law, the Secretary of HHS may require repayments or withhold future payments.

²The ADAMHA Reorganization Act of 1992 (P.L. 102-321) transferred the authority for PATH from ADAMHA to its successor, SAMHSA.

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and Program Changes**

For fiscal year 1993, \$75 million was authorized and \$29.5 million was appropriated to 56 states and territories for this program, including technical assistance. There were no programmatic changes. However, since the enactment of Public Law 102-321, this program is now administered by SAMHSA, which succeeded ADAMHA.

Table V.7 shows the funds authorized and appropriated for this program for fiscal years 1987-93. Table V.8 shows the total amounts provided to each state and territory (including the District of Columbia and the Commonwealth of Puerto Rico) for fiscal years 1992 and 1993.

Table V.7: Funds Authorized and Appropriated for the Projects for Assistance in Transition From Homelessness

Dollars in millions

| Funding | Fiscal year | | | | | | |
|---------------------------|-------------------|------------------------|-------------------|-------------------|-------------------|--------|--------|
| | 1987 ^a | 1988 ^a | 1989 ^a | 1990 ^a | 1991 | 1992 | 1993 |
| Authorized | \$35.0 | such sums ^b | \$35.0 | \$35.0 | \$75.0 | \$75.0 | \$75.0 |
| Appropriated ^c | 32.2 | 11.5 | 14.1 | 27.8 ^d | 33.2 ^d | 30.0 | 29.5 |

^aFigures for fiscal years 1987-90 pertain to the Community Mental Health Services for the Homeless Block Grant, which preceded the PATH program.

^bThe McKinney Act, as amended (P.L. 100-628), authorized "such sums as may be necessary."

^cFor each fiscal year, the funds shown were appropriated as part of a lump sum for alcohol and drug abuse treatment and mental health activities. No funds were specifically earmarked, and the amounts shown here are the agency's target spending levels.

^dFor fiscal year 1990, the Congress appropriated an additional \$7 million for this program, but these funds were not available until fiscal year 1991. The figure for the 1991 PATH program includes these funds.

Table V.8: The Projects for Assistance in Transition From Homelessness—Funds Provided for Fiscal Years 1992 and 1993

| State/Territory | FY 1992 amount | FY 1993 amount |
|----------------------|----------------|----------------|
| Alabama | \$300,000 | \$300,000 |
| Alaska | 300,000 | 300,000 |
| American Samoa | 50,000 | 50,000 |
| Arizona | 396,000 | 395,000 |
| Arkansas | 300,000 | 300,000 |
| California | 3,800,000 | 3,784,000 |
| Colorado | 355,000 | 353,000 |
| Connecticut | 366,000 | 365,000 |
| Delaware | 300,000 | 300,000 |
| District of Columbia | 300,000 | 300,000 |
| Florida | 1,519,000 | 1,512,000 |

(continued)

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| State/Territory | FY 1992 amount | FY 1993 amount |
|--------------------------|-----------------------|-----------------------|
| Georgia | 487,000 | 484,000 |
| Guam | 50,000 | 50,000 |
| Hawaii | 300,000 | 300,000 |
| Idaho | 300,000 | 300,000 |
| Illinois | 1,265,000 | 1,260,000 |
| Indiana | 402,000 | 400,000 |
| Iowa | 300,000 | 300,000 |
| Kansas | 300,000 | 300,000 |
| Kentucky | 300,000 | 300,000 |
| Louisiana | 332,000 | 331,000 |
| Maine | 300,000 | 300,000 |
| Maryland | 534,000 | 532,000 |
| Massachusetts | 706,000 | 703,000 |
| Michigan | 867,000 | 864,000 |
| Minnesota | 354,000 | 352,000 |
| Mississippi | 300,000 | 300,000 |
| Missouri | 415,000 | 413,000 |
| Montana | 300,000 | 300,000 |
| Nebraska | 300,000 | 300,000 |
| Nevada | 300,000 | 300,000 |
| New Hampshire | 300,000 | 300,000 |
| New Jersey | 989,000 | 985,000 |
| New Mexico | 300,000 | 300,000 |
| New York | 2,106,000 | 2,097,000 |
| North Carolina | 375,000 | 373,000 |
| North Dakota | 300,000 | 300,000 |
| Northern Mariana Islands | 50,000 | 50,000 |
| Ohio | 993,000 | 989,000 |
| Oklahoma | 300,000 | 300,000 |
| Oregon | 300,000 | 300,000 |
| Pennsylvania | 1,075,000 | 1,071,000 |
| Puerto Rico | 317,000 | 316,000 |
| Rhode Island | 300,000 | 300,000 |
| South Carolina | 300,000 | 300,000 |
| South Dakota | 300,000 | 300,000 |
| Tennessee | 331,000 | 330,000 |
| Texas | 1,697,000 | 1,690,000 |
| Utah | 300,000 | 300,000 |
| Vermont | 300,000 | 300,000 |

(continued)

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| State/Territory | FY 1992 amount | FY 1993 amount |
|------------------------|---------------------------------|---------------------------------|
| Virgin Islands | 50,000 | 50,000 |
| Virginia | 571,000 | 569,000 |
| Washington | 480,000 | 478,000 |
| West Virginia | 300,000 | 300,000 |
| Wisconsin | 368,000 | 366,000 |
| Wyoming | 300,000 | 300,000 |
| Total | \$29,400,000^a | \$29,312,000^a |

^aThe difference between the total amounts appropriated and provided for each fiscal year represents expenditures for technical assistance for the program.

Emergency Community Services Homeless Grant Program

How the Program Works

The Emergency Community Services Homeless Grant Program (EHP), which is operated by the Office of Community Services (OCS), provides grants to states and territories according to the Community Services Block Grant (CSBG) allocation formula. State agencies distribute the funds to eligible entities, such as community action agencies, to provide critically urgent assistance to the homeless.

The McKinney Act states that EHP funds may be used only to (1) expand comprehensive services to homeless individuals to provide follow-up and long-term services to help them make the transition out of poverty; (2) provide assistance in obtaining social and maintenance services and income support services for homeless individuals; (3) promote private-sector and other assistance to homeless individuals; and (4) provide assistance under certain conditions to individuals who have received a notice of foreclosure, eviction, or termination of utility services in order to prevent them from becoming homeless.

Decision Process for Providing Funds

To receive an EHP grant, a state must submit an application to OCS describing the agencies, organizations, and activities that the state intends to support with the funding received. In addition, the application must

contain seven assurances signed by the governor or his/her designee, along with a written plan describing how the state will carry out each assurance. Basically, these assurances restrict the way in which the state may spend the funds it receives. For example, the state must agree that not more than 5 percent of the funds will be used to defray the state's administrative costs and that not more than 25 percent of the funds will be used for activities to prevent homelessness.

Through CSBG's allocation formula, funds appropriated for EHP are to be distributed to 57 states and territories that receive funds under CSBG (42 U.S.C. 9901 et seq.). Under the CSBG formula, a proportionate amount of the state's allocation is set aside for federally recognized Indian tribes.

The state must award all of its funds to (1) community action agencies and other entities eligible to receive funds from the state under section 675(c)(2)(A) of the CSBG Act, (2) organizations serving migrant and seasonal farm workers, and (3) certain other organizations that received fiscal year 1984 CSBG funds. In the event that a state fails to apply for its allocation or submits an application that is not approved, the Secretary of HHS is to award the state's allocation directly to eligible organizations within the state.

Fiscal Year 1993 Funding and Program Changes

For fiscal year 1993, \$50 million was authorized and \$19.8 million was appropriated for EHP. The appropriation was contained in a larger lump sum appropriation for HHS and represents the agency's spending target for this program. No significant changes were made to this program for fiscal year 1993.

Table V.9 shows the funds authorized and appropriated for this program for fiscal years 1987-93. Table V.10 shows the total amounts provided for fiscal years 1992 and 1993 to the 57 states and territories and Indian tribes.

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Table V.9: Funds Authorized and Appropriated for the Emergency Community Services Homeless Grant Program

Dollars in millions

| Funding | Fiscal year | | | | | | |
|--------------|-------------------|-------------------|-------------------|-------------------|---------------------|-------------------|-------------------|
| | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 | 1993 |
| Authorized | \$40.0 | \$40.0 | \$42.0 | \$42.0 | \$50.0 | \$50.0 | \$50.0 |
| Appropriated | 36.6 ^a | 19.1 ^b | 18.9 ^b | 21.9 ^b | 41.2 ^{b,c} | 25.0 ^b | 19.8 ^b |

^aEHP's appropriation was \$36.8 for fiscal year 1987. However, according to the program manager, \$250,000 was transferred to the Interagency Council on the Homeless.

^bStarting in fiscal year 1988, the funds shown were appropriated as lump sums to HHS under CSBG. No funds were specifically earmarked, and the amounts shown here are the agency's target spending levels.

^cIncludes \$8 million appropriated in fiscal year 1990 for use in fiscal year 1991.

Table V.10: The Emergency Community Services Homeless Grant Program—Funds Provided for Fiscal Years 1992 and 1993

| State/Territory/Indian tribes | FY 1992 amount | FY 1993 amount |
|-------------------------------|----------------|----------------|
| Alabama | \$463,050 | \$375,274 |
| Alaska | 125,000 | 61,314 |
| American Samoa | 26,716 | 21,202 |
| Arizona | 236,432 | 191,678 |
| Arkansas | 341,243 | 276,625 |
| California | 2,237,960 | 1,814,092 |
| Colorado | 218,236 | 176,975 |
| Connecticut | 302,727 | 245,467 |
| Delaware | 107,086 | 49,600 |
| District of Columbia | 412,318 | 334,147 |
| Florida | 729,384 | 591,239 |
| Georgia | 675,074 | 547,264 |
| Guam | 25,285 | 20,066 |
| Hawaii | 125,000 | 84,947 |
| Idaho | 113,554 | 52,597 |
| Illinois | 1,185,507 | 960,931 |
| Indian tribes | 375,000 | 297,600 |
| Indiana | 365,420 | 296,235 |
| Iowa | 271,600 | 220,161 |
| Kansas | 204,843 | 165,967 |
| Kentucky | 423,079 | 343,039 |
| Louisiana | 589,174 | 477,617 |
| Maine | 131,851 | 106,963 |
| Maryland | 344,360 | 279,088 |
| Massachusetts | 625,543 | 507,062 |

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| State/Territory/Indian tribes | FY 1992 amount | FY 1993 amount |
|--------------------------------------|-----------------------|-----------------------|
| Michigan | 929,701 | 753,626 |
| Minnesota | 302,011 | 244,852 |
| Mississippi | 399,156 | 323,582 |
| Missouri | 694,447 | 562,968 |
| Montana | 125,000 | 73,361 |
| Nebraska | 174,940 | 141,796 |
| Nevada | 107,086 | 49,600 |
| New Hampshire | 118,915 | 55,080 |
| New Jersey | 687,520 | 557,272 |
| New Mexico | 161,062 | 130,518 |
| New York | 2,178,131 | 1,765,691 |
| North Carolina | 668,123 | 541,606 |
| North Dakota | 107,086 | 49,600 |
| Northern Mariana Islands | 15,840 | 12,570 |
| Ohio | 978,262 | 792,963 |
| Oklahoma | 320,900 | 260,074 |
| Oregon | 201,010 | 163,003 |
| Palau | 22,232 | 17,644 |
| Pennsylvania | 1,062,499 | 861,301 |
| Puerto Rico | 1,057,234 | 857,009 |
| Rhode Island | 139,748 | 113,313 |
| South Carolina | 385,994 | 312,824 |
| South Dakota | 125,000 | 63,123 |
| Tennessee | 494,407 | 400,831 |
| Texas | 1,208,482 | 979,637 |
| Utah | 125,000 | 79,192 |
| Vermont | 122,903 | 56,927 |
| Virgin Islands | 34,927 | 27,718 |
| Virginia | 401,788 | 325,641 |
| Washington | 301,757 | 244,659 |
| West Virginia | 280,952 | 227,704 |
| Wisconsin | 305,359 | 247,565 |
| Wyoming | 107,086 | 49,600 |
| Total | \$25,000,000 | \$19,840,000 |

Family Support Center and Gateway Demonstration Programs

The McKinney Homeless Assistance Amendments Act of 1990 created a demonstration program to provide physical, educational, and social support services to homeless families. The Congress authorized \$50 million for the demonstration program, but no funds were appropriated specifically for the program in fiscal year 1991. The Congress did appropriate fiscal year 1992 funds for a demonstration program to be modeled after the family support centers, including the Gateway Program, described in title VII of the McKinney Homeless Assistance Act. The agency called the program the Homeless Families Support Services Demonstration Program and awarded the funds to state and local agencies to develop and implement comprehensive and integrated systems of support services for homeless families and families at risk of becoming homeless. For fiscal year 1993, the Congress provided direct funding for the demonstration program described in the 1990 legislation. HHS combined the family support centers and the Gateway Program into one program called the Family Support Center and Gateway Demonstration Programs, which took the place of the Homeless Families Support Services Demonstration Program. This program incorporates two distinct components that provide supportive services and literacy training to help low- and very-low-income families achieve independence and self-sufficiency.

How the Program Works

The Family Support Center Demonstration Program component is designed to provide intensive and comprehensive supportive services that will enhance the physical, social, and educational development of low-income individuals and families. This program is especially focused on individuals in very-low-income families who were previously homeless or are at risk of becoming homeless and who are currently residing in governmentally subsidized housing. Entities eligible for funding for the Family Support Center Demonstration Program include a variety of public and private community-based organizations capable of administering and delivering an array of comprehensive and intensive social services through a case management approach, in which a counselor assesses a client's needs and designs a treatment plan.

The purpose of the Gateway Demonstration Program component is to support demonstration grants to local education agencies to provide on-site education and training and necessary support services to economically disadvantaged residents of public housing in an effort to improve literacy and basic employment skills.

**Decision Process for
 Providing Funds**

Applications are considered and scored against such criteria as the applicant's understanding of the program's objectives and the need for the project; the proposal's approach, innovativeness, and comprehensiveness; the staff's background and experience; the project's potential for leveraging and cost-effectiveness; and the results expected from the project.

The results of the competitive review are considered by the Director of OCS, who recommends projects to be funded to the Assistant Secretary for Children and Families, who in turn makes the final selections. Consideration is given to serving a variety of geographic areas, selecting projects with different program authorities, and selecting projects representing various designs and models.

For fiscal year 1992, the Congress authorized \$55 million and appropriated \$5.5 million for this program. HHS awarded the fiscal year 1992 funds primarily to organizations to coordinate supportive services for the homeless.

**Fiscal Year 1993 Funding
 and Program Changes**

For fiscal year 1993, the Congress authorized "such sums as may be necessary" and appropriated \$6.9 million for this program. This appropriation was the program's first direct funding from the Congress. HHS awarded grants to agencies to provide services through the Family Support Center and Gateway Demonstration Programs—a single program that now combines two program components aimed at eliminating homelessness among families.

Table V.11 shows the funds authorized and appropriated for this program for fiscal years 1991-93. Table V.12 shows the total amounts provided for fiscal years 1992 and 1993, by state (including the District of Columbia).

Table V.11: Funds Authorized and Appropriated for the Homeless Families Support Services Demonstration Program/Family Support Center and Gateway Demonstration Programs

| Dollars in millions | | | |
|---------------------|-------------|--------|------------------------|
| Funding | Fiscal year | | |
| | 1991 | 1992 | 1993 |
| Authorized | \$50.0 | \$55.0 | such sums ^a |
| Appropriated | 0.0 | 5.5 | 6.9 |

^aFor fiscal year 1993, the Congress authorized "such sums as may be necessary" for this program.

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Table V.12: the Family Support Center and Gateway Demonstration Programs—Funds Provided for Fiscal Years 1992 and 1993

| State | FY 1992 amount | FY 1993 amount |
|----------------------|--------------------------------|--------------------------------|
| California | \$499,975 | \$494,000 |
| Colorado | 249,951 | 249,991 |
| Connecticut | 0 | 199,979 |
| District of Columbia | 250,000 | 250,000 |
| Florida | 364,216 | 224,700 |
| Georgia | 223,120 | 348,073 |
| Illinois | 221,214 | 223,829 |
| Iowa | 250,000 | 450,727 |
| Kentucky | 250,000 | 575,069 |
| Louisiana | 219,400 | 232,264 |
| Maine | 199,842 | 199,842 |
| Massachusetts | 404,672 | 581,636 |
| Minnesota | 0 | 125,000 |
| Mississippi | 0 | 125,000 |
| Montana | 249,923 | 250,000 |
| New York | 250,000 | 250,000 |
| North Carolina | 250,000 | 250,000 |
| Ohio | 0 | 125,000 |
| Oregon | 250,000 | 449,208 |
| Pennsylvania | 167,945 | 151,947 |
| South Carolina | 249,842 | 249,982 |
| Texas | 457,682 | 436,251 |
| Utah | 250,000 | 248,500 |
| Virginia | 222,616 | 226,773 |
| Washington | 86,211 | 100,000 |
| Wisconsin | 0 | 198,000 |
| Total | \$5,566,609^a | \$7,215,771^b |

^aIn fiscal year 1992, the funds shown were appropriated as part of a lump sum for social services research. No funds were specifically earmarked, and the amount shown here was the agency's target spending level for the Homeless Families Support Services Demonstration Program.

^bThe fiscal year 1993 awards were for both components of the Family Support Center and Gateway Demonstration Programs; they included the \$6.9 million appropriation and the unobligated funds carried over from the prior fiscal year that were available in fiscal year 1993.

Health Care for the Homeless

How the Program Works

This program, administered by the Bureau of Primary Health in the Health Resources and Services Administration (HRSA) of the Public Health Service, makes grants available to deliver health services to the homeless. Grants are available to local private nonprofit public health organizations and to organizations that provide services without charge and without reimbursement from Medicaid or other insurers for primary health care, substance abuse treatment, and mental health services for the homeless. Projects are generally administered by local public health departments, community and migrant health centers, inner-city hospitals, and local community coalitions.

The program was modeled after a national demonstration program to provide health care for the homeless funded by the Robert Wood Johnson/PEW Foundation. The Foundation's program funded demonstration projects in 19 large cities in 1985 to show that homeless persons needed and would accept primary health care services if they were delivered in a dignified manner in outreach settings where homeless persons are located.

For fiscal year 1992, the program was authorized \$80 million and appropriated \$55.9 million. From this appropriation, HRSA set aside \$2.5 million for the Health Care for Homeless Children Demonstration Program and funded 119 Health Care for the Homeless projects; approximately half of these projects are administered by existing community and migrant health centers and half are administered by nonprofit coalitions, inner-city hospitals, and local public health departments serving the homeless. These projects served over 400,000 persons, of whom 50 percent were classified as single adults, 23 percent as families, 2.9 percent as runaways or unattached youths aged 19 years and under, 1 percent as adolescent heads of households between the ages of 15 and 19, and 23 percent as unknown or no response.

The services provided by these projects include aggressive outreach efforts to bring health care services to the homeless as well as comprehensive interdisciplinary health service projects. An interdisciplinary approach coordinates primary and mental health care, substance abuse treatment, and social services, most of which are

operated by independent agencies in local communities. The Secretary of HHS is required to conduct a comprehensive evaluation of the Health Care for the Homeless program to identify successful replicable service delivery models and underserved areas.

Decision Process for Providing Funds

Grants are awarded competitively under this program. Applications are reviewed by an independent panel of HRSA management and outside experts, who vote and recommend funding levels on the basis of the project's adherence to mandated requirements. The project must (1) provide all legislatively required services; (2) adhere to the goals and objectives of the program; (3) belong to a community coalition; and (4) justify the funding level, through a description of the program's services.

In addition, providers have to explain how their project would

- provide health services at locations accessible to homeless persons,
- provide round-the-clock access to emergency health services,
- refer homeless persons for necessary hospital services,
- refer homeless persons for needed mental health services unless the project provides these services,
- provide outreach services to inform homeless persons of the availability of health services, and
- aid homeless persons in establishing eligibility for assistance and obtaining services under entitlement programs.

Funded projects had to match 25 percent of the project's costs with funds from nonfederal sources in the first year and 33-1/3 percent in any subsequent fiscal year unless a waiver was obtained from the Secretary of HHS. The 1988 McKinney Act amendments allow projects to provide follow-up services to homeless individuals for 1 year after they have been placed in permanent housing.

Fiscal Year 1993 Funding and Program Changes

For fiscal year 1993, "such sums as may be necessary" were authorized and \$57 million was appropriated for this program. The appropriation was contained in a larger lump sum appropriation and represents the agency's spending for the Health Care for the Homeless program. As of March 1994, data classifying the delivery of health services to the homeless were unavailable. In addition to awards made to projects in the states, HHS

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provided funds for modifications to existing projects and special initiatives. No other changes were made to the program.

Table V.13 shows the amount of money authorized and appropriated for this program for fiscal years 1987-93. Table V.14 shows the total amounts provided for fiscal years 1992 and 1993, by state (including the District of Columbia and the Commonwealth of Puerto Rico).

Table V.13: Funds Authorized and Appropriated for the Health Care for the Homeless Program

| Dollars in millions | | | | | | | |
|---------------------------|-------------|--------|--------|--------|--------|-------------------|------------------------|
| Funding | Fiscal year | | | | | | |
| | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 | 1993 |
| Authorized | \$50.0 | \$30.0 | \$61.2 | \$63.6 | \$70.0 | \$80.0 | such sums ^b |
| Appropriated ^a | 46.0 | 14.3 | 14.8 | 35.6 | 50.9 | 55.9 ^c | 57.0 |

^aFor each fiscal year, the funds shown were appropriated as part of a lump sum to HRSA to carry out its various programs, including this one. No funds were specifically earmarked, and the amounts shown here are the agency's target spending levels. In addition to the amount shown for fiscal year 1990, another \$11.9 million was appropriated but was not made available until fiscal year 1991. The \$11.9 million is included in the fiscal year 1991 appropriation.

^bFor fiscal year 1993, the Congress authorized "such sums as may be necessary" for this program.

^cThis appropriation includes \$2.5 million, which the agency set aside for the Health Care for Homeless Children Demonstration Program.

Table V.14: The Health Care for the Homeless Program—Funds Provided for Fiscal Years 1992 and 1993

| State ^a | FY 1992 amount | FY 1993 amount |
|----------------------|----------------|----------------|
| Alabama | \$922,947 | \$922,947 |
| Alaska | 352,670 | 352,670 |
| Arizona | 1,680,345 | 1,680,345 |
| California | 7,712,185 | 7,712,185 |
| Colorado | 629,853 | 629,853 |
| Connecticut | 794,310 | 794,310 |
| District of Columbia | 1,517,632 | 1,517,632 |
| Florida | 1,786,337 | 1,786,337 |
| Georgia | 830,724 | 830,724 |
| Hawaii | 245,720 | 245,720 |
| Idaho | 355,641 | 355,641 |
| Illinois | 1,971,950 | 1,971,950 |
| Indiana | 485,119 | 485,117 |
| Iowa | 545,335 | 545,335 |
| Kansas | 341,985 | 341,985 |

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| State^a | FY 1992 amount | FY 1993 amount |
|--------------------------|---------------------------------|---------------------------------|
| Kentucky | 470,252 | 470,202 |
| Louisiana | 875,500 | 875,500 |
| Maine | 139,223 | 139,223 |
| Maryland | 550,303 | 550,303 |
| Massachusetts | 1,515,847 | 1,515,847 |
| Michigan | 1,408,065 | 1,408,065 |
| Minnesota | 1,011,909 | 1,011,909 |
| Mississippi | 122,634 | 122,634 |
| Missouri | 2,061,116 | 2,061,116 |
| Montana | 272,076 | 272,076 |
| Nebraska | 133,433 | 133,433 |
| Nevada | 500,000 | 500,000 |
| New Hampshire | 128,207 | 128,207 |
| New Jersey | 1,262,618 | 1,262,618 |
| New Mexico | 281,503 | 281,503 |
| New York | 3,823,772 | 3,823,772 |
| North Carolina | 342,519 | 342,519 |
| North Dakota | 250,471 | 250,471 |
| Ohio | 2,802,193 | 2,802,193 |
| Oklahoma | 400,341 | 400,341 |
| Oregon | 577,019 | 577,019 |
| Pennsylvania | 2,777,508 | 2,777,508 |
| Puerto Rico | 309,000 | 309,000 |
| Rhode Island | 274,754 | 274,754 |
| South Carolina | 249,718 | 249,718 |
| South Dakota | 86,502 | 86,502 |
| Tennessee | 1,163,039 | 1,163,039 |
| Texas | 2,177,216 | 2,177,216 |
| Utah | 458,098 | 458,098 |
| Vermont | 259,432 | 259,432 |
| Virginia | 546,241 | 546,241 |
| Washington | 1,715,877 | 1,715,877 |
| West Virginia | 207,200 | 207,200 |
| Wisconsin | 979,981 | 979,981 |
| Wyoming | 500,000 | 500,000 |
| Total | \$50,806,320^b | \$50,806,268^c |

(Table notes on next page)

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^aAwards were made to private, nonprofit, and public organizations in these states, the District of Columbia, and Puerto Rico.

^bThe difference between the totals for fiscal year 1992 funds awarded and the program's appropriation represents the costs of administrative and technical assistance and the allocation of \$2.5 million for the Health Care for Homeless Children Demonstration Program.

^cThe difference between the totals for fiscal year 1993 funds awarded and the program's appropriation represents the funds provided for modifying existing projects and for administering and evaluating the program.

Health Care for Homeless Children Demonstration Program

The McKinney Homeless Assistance Amendments Act of 1990 authorized \$5 million for a demonstration program to provide primary health care services for homeless children and those at risk of becoming homeless, but the Congress did not fund this program for fiscal year 1991 or fiscal year 1992. However, the agency set aside \$2.5 million of the \$55.9 million appropriated for the Health Care for Homeless Children Demonstration Program to fund 10 grantees in fiscal year 1992.

How the Program Works

The services are available in urban and rural settings and may be provided through mobile medical units. In addition to health care, grantees provide referrals to other health, educational, and social services, including child abuse prevention and treatment. Outreach to children and their parents is also included in the demonstration program. Eligible grantees are the same types of public and private nonprofit organizations as those providing health care for homeless adults; however, children's hospitals are also eligible to participate, provided they match federal contributions dollar for dollar. Grantees are required to collect data for evaluation of the program's effectiveness.

Decision Process for Providing Funds

Grants are awarded competitively under this program, and applications are reviewed by an expert panel. Review panels consisting of IRSA managers and outside experts vote and recommend funding levels on the basis of the project's adherence to mandated requirements, such as the (1) provision of all legislatively required services, (2) adoption of the program's goals and objectives, (3) establishment of collaborative arrangements and linkages with service providers, and (4) justification for the proposed funding level.

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Additionally, preferences in the initial award of grant funds have been established under this program. Qualified applicants receive preference when they

- currently receive funding under section 340(a) of the Public Health Service Act,
- intend to serve primarily rural populations, and/or
- are public and nonprofit private children's hospitals that provide primary health services to a substantial number of homeless children.

Fiscal Year 1993 Funding and Program Changes

The \$2.5 million funded in fiscal year 1992 was for 15 months and extended into fiscal year 1993. This program did not receive funding for fiscal year 1993. No other changes were made to the program.

Table V.15 shows total funds provided for this program for fiscal year 1992, by state.

Table V.15: The Health Care for Homeless Children Demonstration Program—Funds Provided for Fiscal Year 1992

| State^a | Amount |
|--------------------------|--------------------|
| Alabama | \$249,689 |
| California | 384,619 |
| Colorado | 300,000 |
| Maryland | 300,000 |
| Minnesota | 164,944 |
| New Mexico | 300,000 |
| Oregon | 300,000 |
| Texas | 579,832 |
| Total | \$2,579,084 |

^aAwards were made to private nonprofit and public organizations in these states. These awards were for 15 months and extended into fiscal year 1993.

The Department of Veterans Affairs' Assistance Programs for the Homeless

This appendix describes the Department of Veterans Affairs' (VA) assistance programs for homeless veterans for fiscal years 1992 and 1993. These programs, the Health Care for Homeless Veterans (HCHV) programs and the Domiciliary Care for Homeless Veterans (DCHV) program, come under the umbrella of the McKinney Act programs. VA has other programs, not authorized by the McKinney Act, that also assist homeless veterans.

Health Care for Homeless Veterans

How the Programs Work

By 1992, VA had placed its specialized programs for homeless veterans with mental health problems, including substance abuse, under the umbrella title of VA's Health Care for Homeless Veterans (HCHV) programs to (1) reflect the broader nature of the services that VA provides to homeless mentally ill veterans and (2) eliminate the stigma associated with seeking services from programs with the label "mental illness" in their titles. There are four major HCHV programs: the Homeless Chronically Mentally Ill Veterans (HCMV) program, the Compensated Work Therapy/Therapeutic Residence (CWT/TR) program, the HUD/VA Supported Housing program, and the Social Security Administration/VA (SSA/VA) Joint Outreach program. The HCMV program receives only McKinney Act funding. The other three programs also receive other VA funds for assisting the homeless.

The HCHV programs were initially authorized by Public Law 100-6 and were designed to meet the specific needs of homeless veterans with chronic mental health problems, including substance abuse. The programs' authority has been extended through a series of public laws, including Public Law 100-322. Funding authority for the programs for fiscal years 1992 and 1993 is provided by Public Law 101-237 and Public Law 102-405. In addition, Public Law 102-590—the Homeless Veterans Comprehensive Programs Act of 1992—broadened the scope of services that could be offered to homeless veterans, beginning in fiscal year 1993. Public Law 102-590, however, was not enacted as part of the McKinney Act.

VA provides HCHV funds to VA medical care facilities throughout the country to establish and maintain HCMV program sites. There were 45 sites in fiscal year 1992 and 50 sites in fiscal year 1993. These HCMV program sites provide outreach staff and case managers who work closely with community

coalitions to locate homeless chronically mentally ill veterans on the streets, in soup kitchens, and in temporary shelters, and to identify others eligible for care. Once located, veterans are brought to a Department of Veterans Affairs Medical Center (VAMC), where they receive direct clinical care that can include medical and psychiatric assessment and treatment, substance abuse treatment, job counseling, and crisis intervention. Following assessment, some veterans are placed in community-based residential treatment programs such as halfway houses or psychiatric residential centers for psychiatric care, alcohol and drug abuse treatment, and rehabilitation. The VA case managers monitor and supervise the care provided to these veterans in the various residential treatment programs.

The CWT/TR program, established in fiscal year 1990, helps homeless chronically mentally ill veterans move toward independent living. In the CWT component of the program, contracts with private industry, public agencies, and others provide therapeutic work for patients in a supportive and supervised employment program, allowing them to regain work skills and work habits. The TR component provides structured therapeutic community housing in VA-supervised group houses. Two new CWT/TR sites were added in fiscal year 1992 and again in fiscal year 1993.

Homeless veterans can also receive assistance in locating and securing permanent housing through the HUD/VA Supported Housing program, which was initiated in fiscal year 1992 at 19 sites. This program uses specially designated HUD section 8 rental assistance vouchers to help homeless chronically mentally ill and substance abusing veterans locate and secure permanent housing. The program provides the veterans with longer-term clinical support and case management to stay in the permanent housing.

The fourth HCHV program began in fiscal year 1991 as a pilot initiative between VA and SSA. Its purpose is to locate homeless veterans who are eligible for Social Security and VA benefits that they are not receiving as well as to expedite their application for Social Security benefits. Pilot projects were originally established at three sites. One new SSA/VA Joint Outreach site was added in fiscal year 1992 and again in fiscal year 1993.

Decision Process for Providing Funds

VAMCs are the only eligible direct recipients of HCHV funds. To implement the HCHV programs, VA sent a request for proposals to all of its VAMCs. Each proposal submitted was reviewed for its (1) strategy for integrating the VA effort into an existing community or rural, city, or state organization working with the homeless; (2) description of the specific on-site service

delivery efforts needed to initiate contact with homeless veterans; (3) description of the facilities that would be available in the community to provide residential treatment; and (4) plan for integrating the proposed new programs within the VAMCS, focusing on the available resources to provide comprehensive psychiatric and medical workups for the homeless veterans to be served. Additional criteria that VA considered included a project's ability to initiate the program relatively quickly and the project's overall quality.

While assessing the proposals, VA gave particular consideration to (1) the number of homeless veterans to be served by the project, (2) the degree of interest in and the extent of the supportive resources from the medical center's leadership and the participating community coalition, (3) the innovations that would enhance the value and effectiveness of the project, (4) the extent to which integration with other programs would improve the project's quality, and (5) the development of statistical data and a tracking system for monitoring purposes.

The proposals were first assessed at VA's regional directors' offices through procedures chosen by the regional directors. The results of this assessment were sent to VA headquarters in Washington, D.C., where the proposals underwent a second review by an in-house panel, which included representatives of the regional directors' offices. This panel ranked the proposals and presented its recommendations to the Under Secretary for Health for final approval.

Fiscal Year 1993 Funding and Program Changes

For fiscal year 1993, Public Law 102-405 authorized \$50 million for McKinney Act programs for assisting homeless veterans. The Congress appropriated \$44.5 million, including \$10 million in new funding, for the HCHV and DCHV programs. No funds were specifically earmarked for the HCHV programs, but a lump sum appropriation was made available for them. For fiscal year 1993, VA allocated \$22.2 million to the HCHV programs. VA used this funding to continue expanding the HCHV programs.

Public Law 102-590 authorized several new programs and services for homeless veterans, including a pilot program to establish up to four demonstration sites at which comprehensive services to homeless veterans would be offered. This law also gave VA the authority to make grants to establish new programs and provide per diem payments for furnishing services to homeless veterans. In addition, the law gave VA the authority to make certain properties available for providing services for

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homeless veterans. VA expects to publish the final regulations and make applications available in the summer of 1994.

Table VI.1 shows the funds authorized and appropriated for these programs for fiscal years 1987-93. Table VI.2 shows the total amounts provided for fiscal years 1992 and 1993, by state (including the District of Columbia).

Table VI.1: Funds Authorized and Appropriated for the Health Care for Homeless Veterans Programs

| Dollars in millions | | | | | | | |
|---------------------|-------------------|--------------------|---------------------|---------------------|-------------------|-------------------|-------------------|
| Funding | Fiscal year | | | | | | |
| | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 | 1993 |
| Authorized | \$5.0 | \$6.0 ^a | \$36.0 ^b | \$30.0 ^b | \$31.5 | \$33.0 | \$50.0 |
| Appropriated | 10.0 ^c | 0 ^d | 13.3 ^d | 15.0 ^d | 15.8 ^d | 16.5 ^d | 22.2 ^d |

^aP.L. 100-322 authorized \$6 million for fiscal years 1988 and 1989.

^bP.L. 100-628 authorized \$30 million for the HCHV and the DCHV programs. The additional \$6 million in fiscal year 1989 was authorized by P.L. 100-322.

^cThe programs received two appropriations for fiscal year 1987. P.L. 100-6 transferred \$5 million from FEMA's disaster relief program. P.L. 100-71 provided supplemental appropriations of \$5 million.

^dFunds are provided for these programs in a lump sum appropriation for veterans' medical care. Figures here represent the Department's target spending level for these programs.

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Table VI.2: The Health Care for Homeless Veterans Programs—Funds Provided for Fiscal Years 1992 and 1993

| State^a | FY 1992 amount | FY 1993 amount |
|--------------------------|---------------------------------|---------------------------------|
| Alabama | \$ 211,424 | \$ 274,927 |
| Alaska | 0 | 596,870 |
| Arizona | 661,013 | 651,013 |
| Arkansas | 314,534 | 334,534 |
| California | 1,739,707 | 2,223,209 |
| Colorado | 415,836 | 395,836 |
| Connecticut | 0 | 84,667 |
| District of Columbia | 415,837 | 425,837 |
| Florida | 295,289 | 616,983 |
| Georgia | 456,058 | 581,446 |
| Illinois | 285,651 | 277,651 |
| Indiana | 348,667 | 383,403 |
| Kentucky | 339,502 | 329,502 |
| Louisiana | 513,056 | 513,056 |
| Maryland | 374,159 | 374,159 |
| Massachusetts | 268,387 | 367,351 |
| Michigan | 0 | 118,210 |
| Minnesota | 0 | 291,792 |
| Missouri | 779,186 | 798,851 |
| New Jersey | 238,305 | 289,010 |
| New York | 2,159,739 | 2,262,282 |
| Ohio | 1,086,072 | 1,482,252 |
| Oklahoma | 0 | 187,001 |
| Oregon | 491,911 | 586,734 |
| Pennsylvania | 710,423 | 1,126,510 |
| South Carolina | 287,658 | 328,841 |
| Tennessee | 414,666 | 409,666 |
| Texas | 1,478,653 | 1,391,803 |
| Utah | 226,994 | 271,994 |
| Virginia | 303,775 | 298,775 |
| Washington | 163,663 | 209,596 |
| Wisconsin | 0 | 85,914 |
| Wyoming | 285,502 | 285,502 |
| Total | \$15,265,667^b | \$18,855,177^c |

(Table notes on next page)

^aThe awards were provided to VAMCs in these states.

^bThe difference between the amounts appropriated and awarded for fiscal year 1992 represents program evaluation and administrative costs.

^cThe difference between the amounts appropriated and awarded for fiscal year 1993 represents funds used to assist other related programs and to evaluate and administer HCHV.

Domiciliary Care for Homeless Veterans

How the Program Works

DCHV was established as a specialized treatment component within the existing Domiciliary Care program administered by VA. DCHV is a clinical care program that provides less intensive care than a hospital or nursing home but a higher level of care than a community residential care setting. The program's purpose is to use VA medical facilities to provide primary health, mental health, and social services to homeless veterans or veterans at serious risk of becoming homeless. According to VA, the veterans admitted into the program are generally socially isolated, unemployed, impoverished, and troubled by a broad spectrum of medical and psychiatric problems, the most prominent of which is substance abuse. The program's ultimate goal is to help homeless veterans suffering from medical or psychiatric disabilities to function as independently as possible in the community.

VA has established domiciliary care programs for homeless veterans at 31 sites in 22 different states. Since November 1987, VA has converted beds to domiciliary care in 16 VA facilities in urban areas with significant numbers of homeless veterans. In addition, VA has established specialized treatment programs for homeless veterans at 15 existing VA domiciliaries. As of January 1992, 1,292 domiciliary care beds had been identified as assigned to homeless veterans.

Existing domiciliaries provide two distinct types of care. Active biopsychosocial rehabilitation targets the physical, mental, and social limitations that prevent the patient from achieving health and independence. Long-term health maintenance care prevents or delays deterioration in health that would, if unchecked, be expected to develop in the course of chronic disease. Small (40- to 100-bed) domiciliaries focus their resources and efforts primarily on providing active biopsychosocial

rehabilitation services. Patients found to require long-term health maintenance care are ordinarily referred to the larger (100 beds or more) domiciliaries or to clinically appropriate alternative sources of care.

Services include medical and psychiatric assessments, psychotherapy, substance abuse treatments, skills training, and rehabilitation services. Assistance is also available to help veterans find housing and employment and obtain ongoing support once they leave the domiciliaries.

Decision Process for Providing Funds

DCHV provided funds to 20 VAMCS during the first year of the program in fiscal year 1987 and maintained these 20 centers during fiscal years 1988 and 1989. Fiscal year 1990 funds were used to renew funding for the 20 VAMCS and to establish 6 additional centers. In fiscal year 1991, one additional site became operational. Two new centers were established in both fiscal years 1992 and 1993.

To participate in DCHV, VAMCS are required to submit applications that describe

- ways in which the program would be integrated with and operate in support of existing VAMC services and treatment programs;
- existing VAMC programs/activities that provide care to homeless veterans;
- existing underutilized space that could be redesigned for domiciliary use and any renovations that might be necessary to meet requirements for operating a domiciliary care program;
- staffing enhancements that would be required to supplement staff currently assigned to areas proposed for redesignation; and
- actions that would facilitate the activation of domiciliary care beds within 90 to 120 days.

In addition to these criteria, particular consideration is given to the (1) number of homeless veterans who might be served; (2) degree of interest expressed by the medical center's leadership team and the participating community coalition; (3) number of geographically contiguous beds/amounts of underutilized space available for redesign to domiciliary care uses; (4) time required to initiate the program; (5) estimated costs of necessary renovation; (6) innovations that would enhance the proposed program's value and effectiveness; (7) proposed program's ability to interact with existing programs and agencies; and (8) proposed program's ability to manage clinical care for substance abuse, AIDS, post-traumatic stress disorders, and vocational rehabilitation.

The proposals are reviewed by an in-house panel of subject matter experts. Final recommendations are made by the panel and then presented to VA's Chief Medical Director for approval.

Fiscal Year 1993 Funding and Program Changes

For fiscal year 1993, \$50 million was authorized and \$44.5 million was appropriated for both the DCHV and the HCHV programs. No funds were specifically earmarked for DCHV, although a lump sum appropriation was made available for it and other authorized VA activities. VA has allocated \$22.3 million for this program for fiscal year 1993. No significant changes were made to this program.

Table VI.3 shows the amounts authorized and appropriated for this program for fiscal years 1987-93. Table VI.4 shows the total amounts provided for fiscal years 1992 and 1993, by state.

Table VI.3: Funds Authorized and Appropriated for the Domiciliary Care for Homeless Veterans Program

| Dollars in millions | | | | | | | |
|---------------------|-------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|
| Funding | Fiscal year | | | | | | |
| | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 | 1993 |
| Authorized | \$15.0 | \$0 ^a |
| Appropriated | 15.0 | 10.4 ^b | 10.4 ^b | 15.0 ^b | 15.8 ^b | 16.5 ^b | 22.3 ^b |

^aThis program had an individual authorization and appropriation for fiscal year 1987. It had no specific authorization for fiscal year 1988. For fiscal years 1989 through 1993, its authorization was combined with HCHV's.

^bThe funds for this program are provided in a lump sum appropriation for veterans' medical care. These figures represent the Department's target spending levels for the program.

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Table VI.4: The Domiciliary Care for Homeless Veterans Program—Funds Provided for Fiscal Years 1992 and 1993

| State^a | FY 1992 amount | FY 1993 amount |
|--------------------------|---------------------------------|---------------------------------|
| Alaska | \$0 | \$1,531,746 |
| Arizona | 299,643 | 424,893 |
| Arkansas | 1,034,622 | 1,034,622 |
| California | 1,279,627 | 1,803,343 |
| Florida | 325,134 | 390,684 |
| Georgia | 0 | 158,932 |
| Illinois | 959,622 | 1,528,462 |
| Iowa | 400,236 | 400,236 |
| Kansas | 150,146 | 150,146 |
| Massachusetts | 751,458 | 961,160 |
| Mississippi | 158,750 | 232,759 |
| New Jersey | 797,091 | 797,091 |
| New York | 2,518,540 | 2,720,308 |
| Ohio | 2,470,921 | 2,591,469 |
| Oregon | 963,248 | 995,166 |
| Pennsylvania | 1,092,664 | 1,790,564 |
| South Dakota | 153,710 | 153,710 |
| Tennessee | 247,386 | 304,473 |
| Texas | 776,150 | 1,080,027 |
| Virginia | 219,600 | 561,050 |
| Washington | 1,118,122 | 1,118,122 |
| West Virginia | 204,824 | 564,824 |
| Wisconsin | 153,700 | 290,229 |
| Total | \$16,075,194^b | \$21,584,016^b |

^aThe awards were provided to VAMCs in these states.

^bThe total excludes administrative costs.

The Department of Education's Assistance Programs for the Homeless

This appendix describes the Department of Education's assistance programs for the homeless for fiscal years 1992 and 1993. These are the Adult Education for the Homeless program and the Education for Homeless Children and Youth program, the latter of which contains the Local Educational Agency (LEA) Grants for the Education of Homeless Children and Youth program, which was authorized to start in fiscal year 1991.

Adult Education for the Homeless

How the Program Works

The Adult Education for the Homeless program, a grant program for statewide literacy initiatives created by the McKinney Act, provides state education agencies with funds to develop plans and implement programs in literacy training and basic skills remediation for homeless adults. Programs are (1) tailored to the literacy and basic skills needs of the homeless population being served by each state and (2) designed to be integrated with other support services. To accomplish this, programs are to include outreach activities, especially interpersonal contacts at locations where homeless persons are known to gather, as well as efforts to build cooperative relations with local agencies that serve the homeless, such as community-based organizations, the Adult Basic Education Program, and nonprofit literacy-action organizations.

Decision Process for Providing Funds

This program is conducted under the Adult Education Act, which provides for discretionary grants to be made to the state educational agencies in the 50 states, the District of Columbia, the Commonwealth of Puerto Rico, and the U.S. territories. A panel of federal staff reviews applications and recommends the grants for approval to the Department of Education on the basis of the degree to which the applicants meet six criteria. These criteria are (1) program factors, such as the extent to which the project meets the literacy and basic skills needs of the homeless, establishes cooperative relationships with other service agencies, and provides outreach services; (2) the need for the project, including an estimate of the homeless population expected to be served; (3) a plan of operation for the project, including written measurable goals and objectives; (4) the qualifications of key personnel; (5) the project's budget and cost-effectiveness; and (6) an evaluation plan to determine the project's

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The Department of Education's Assistance
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success. In addition, the Department may consider whether funding a particular applicant would improve the geographical distribution of the projects.

For fiscal year 1992, "such sums" as the Department of Education determined might be necessary to meet the need were authorized for the Adult Education for the Homeless program. A total of \$9.7 million was appropriated for the program and was awarded through grants for up to 36 months.

**Fiscal Year 1993 Funding
and Program Changes**

For fiscal year 1993, such sums as the Department of Education determined might be necessary to meet the need were authorized for the Adult Education for the Homeless program, and \$9.6 million was appropriated. No significant changes took place in this program for fiscal year 1993.

Table VII.1 shows the funds authorized and appropriated for this program for fiscal years 1987-93. Table VII.2 shows the total amounts provided for fiscal years 1992 and 1993, by state.

Table VII.1: Funds Authorized and Appropriated for the Adult Education for the Homeless Program

| Dollars in millions | | | | | | | |
|---------------------|-------------|--------|--------|--------|--------|------------------------|------------------------|
| Funding | Fiscal year | | | | | | |
| | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 | 1993 |
| Authorized | \$7.5 | \$10.0 | \$10.0 | \$10.0 | \$13.7 | such sums ^a | such sums ^a |
| Appropriated | 6.9 | 7.2 | 7.1 | 7.4 | 9.8 | 9.7 | 9.6 |

^aThe Congress stipulated that "such sums as necessary" would be authorized for the program.

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The Department of Education's Assistance
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Table VII.2: The Adult Education for the Homeless Program—Funds Provided for Fiscal Years 1992 and 1993

| State | FY 1992 amount | FY 1993 amount |
|----------------|-----------------------|-----------------------|
| Alabama | \$350,000 | \$362,500 |
| Arizona | 297,500 | 310,000 |
| Arkansas | 375,000 | 375,000 |
| California | 600,000 | 624,548 |
| Colorado | 250,169 | 254,056 |
| Connecticut | 200,000 | 208,582 |
| Florida | 506,239 | 522,136 |
| Indiana | 430,562 | 452,100 |
| Kansas | 275,000 | 288,750 |
| Kentucky | 310,000 | 310,000 |
| Maine | 200,000 | 208,000 |
| Maryland | 260,000 | 270,000 |
| Massachusetts | 425,000 | 446,871 |
| Mississippi | 218,964 | 230,000 |
| Missouri | 220,000 | 0 |
| Nebraska | 105,000 | 110,250 |
| Nevada | 200,000 | 205,000 |
| New York | 525,000 | 545,434 |
| North Carolina | 500,000 | 520,000 |
| North Dakota | 102,110 | 0 |
| Ohio | 510,000 | 530,400 |
| Pennsylvania | 376,121 | 376,121 |
| Rhode Island | 220,000 | 231,000 |
| South Dakota | 99,304 | 0 |
| Texas | 500,000 | 520,636 |
| Utah | 217,448 | 221,248 |
| Vermont | 250,000 | 258,680 |
| Washington | 475,000 | 492,632 |
| West Virginia | 250,583 | 260,000 |
| Wisconsin | 350,000 | 362,500 |
| Wyoming | 80,000 | 80,000 |
| Total | \$9,679,000 | \$9,576,444 |

Education for Homeless Children and Youth

How the Program Works

The Education for Homeless Children and Youth program provides formula grants to state educational agencies (SEA) and territories to enable them to prepare and carry out state plans for educating homeless children and youth, establish an Office of Coordinator of Education for Homeless Children and Youth, and carry out policies to ensure a free and appropriate public education for homeless children. Initially, this program did not provide direct services for homeless school-aged children; instead, its funds were used to establish a coordinator's office and support states' efforts to review and revise policies that would otherwise have kept homeless children from attending public schools.

The McKinney Homeless Assistance Amendments Act of 1990 authorized additional activities for these grants. Newly authorized items included the funding of activities and services that (1) help homeless children and youth enroll in, attend, and achieve success in school and (2) train school personnel about specific problems in educating homeless children.

The state coordinator is required to gather data every 2 years on the number and location of homeless children and youth throughout the state and on the progress made by SEAs and LEAs in providing homeless children with access to schools. The 1990 amendments to the McKinney Act also give the state coordinator responsibility for coordinating educational services for homeless children and youth with other services (shelters, transitional housing projects, domestic violence counseling, etc.) and making the services comprehensive. State plans were also revised to require some new services, including before- and after-school care for homeless children, food programs, and efforts to reduce barriers to the enrollment or retention in school of homeless children.

The 1990 amendments permit SEAs to retain, for authorized state activities, 5 percent of the state's annual grant or the amount of the state's fiscal year 1990 award, whichever is greater. If a state receives more funds for a given fiscal year than it received for fiscal year 1990, it must make awards to LEAs from, at a minimum, the excess funds. These grants are to be used to provide activities for, and services to, homeless children and youths to facilitate their enrollment, attendance, and success in school.

From 50 to 65 percent of each LEA subgrant must be spent on "primary" activities—that is, on tutoring and other remedial educational services to homeless children and youth. If the services are provided on school grounds, other students may be included, but homeless children must be given priority. From 35 to 50 percent of each LEA subgrant is to be available for providing "related" services to homeless children, including obtaining birth certificates and other records necessary for school enrollment, providing social work and related psychological services, offering early childhood development programs for preschoolers, and providing other such services. Each LEA receiving a grant must designate a liaison to facilitate the enrollment of homeless children and youth in the schools of that agency, ensure that homeless children and their families receive educational services for which they are eligible, and make referrals for services such as health and dental care.

Funds are provided to the 50 states, American Samoa, the Bureau of Indian Affairs, the District of Columbia, Guam, the Northern Mariana Islands, Palau, Puerto Rico, and the Virgin Islands.

Decision Process for Providing Funds

States receive funding on the basis of the basic grant formula under the Chapter 1 Program of the Elementary and Secondary Education Act of 1965, as amended by Public Law 100-197.

To receive funding, states must submit to the Department of Education an application that includes assurances that states will use the funds in accordance with the requirements of the act and all applicable regulations. Additional assurances are that the states will encourage the adoption of promising or innovative educational techniques and that they will disseminate information on program requirements and successes throughout the state. Initially, states were required to submit state plans. In 1991, revised state plans were required, outlining procedures for resolving disputes over the educational placement of homeless children and youth and for maintaining appropriate school records for these children, consistent with new legal provisions. The 1990 amendments required that applications for grants be submitted to the Department of Education no later than 60 days after funds for fiscal year 1992 became available.

For fiscal year 1992, the Congress authorized \$50 million and appropriated \$25 million for the Education for the Homeless Children and Youth program.

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The Department of Education's Assistance
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Fiscal Year 1993 Funding and Program Changes

For fiscal year 1993, "such sums as may be necessary" were authorized for this program, and \$24.8 million was appropriated. This appropriation is contained in a larger lump sum appropriation and represents the agency's spending target. No other changes were made to the program.

Table VII.3 shows the funds authorized and appropriated for this program for fiscal years 1987-93. Table VII.4 shows the total amounts provided for fiscal years 1992 and 1993, by state and territory (including the District of Columbia and the Commonwealth of Puerto Rico) and Indian tribes.

Table VII.3: Funds Authorized and Appropriated for the Education for Homeless Children and Youth Program

| Dollars in millions | | | | | | | |
|---------------------|-------------|-------|-------|-------|--------|-----------|------------------------|
| Funding | Fiscal year | | | | | | |
| | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 | 1993 |
| Authorized | \$5.0 | \$5.0 | \$5.0 | \$5.0 | \$50.0 | such sums | such sums ^a |
| Appropriated | 4.6 | 4.6 | 4.8 | 4.9 | 7.2 | 25.0 | 24.8 |

^aFor fiscal years 1992 and 1993, the Congress authorized "such sums as necessary" for this program.

Table VII.4: The Education for Homeless Children and Youth Program—Funds Provided for Fiscal Years 1992 and 1993

| State/Territory/Indian tribes | FY 1992 amount | FY 1993 amount |
|-------------------------------|----------------|----------------|
| Alabama | \$543,642 | \$468,791 |
| Alaska | 50,000 | 50,000 |
| American Samoa | 4,585 | 5,468 |
| Arizona | 253,650 | 347,939 |
| Arkansas | 301,618 | 273,456 |
| California | 2,200,852 | 2,534,438 |
| Colorado | 198,633 | 238,040 |
| Connecticut | 260,806 | 214,502 |
| Delaware | 69,667 | 55,952 |
| District of Columbia | 115,439 | 93,558 |
| Florida | 1,094,404 | 1,044,039 |
| Georgia | 732,589 | 638,085 |
| Guam | 4,332 | 5,025 |
| Hawaii | 70,062 | 68,070 |
| Idaho | 73,242 | 76,404 |
| Illinois | 1,182,472 | 1,089,199 |
| Indian tribes | 50,000 | 50,000 |
| Indiana | 380,002 | 376,142 |
| Iowa | 189,703 | 183,606 |

(continued)

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The Department of Education's Assistance
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| State/Territory/Indian tribes | FY 1992 amount | FY 1993 amount |
|--------------------------------------|-----------------------|-----------------------|
| Kansas | 161,728 | 174,685 |
| Kentucky | 450,055 | 419,515 |
| Louisiana | 601,989 | 662,323 |
| Maine | 131,655 | 106,717 |
| Maryland | 413,462 | 347,433 |
| Massachusetts | 578,258 | 481,446 |
| Michigan | 975,909 | 1,011,359 |
| Minnesota | 273,254 | 295,470 |
| Mississippi | 489,019 | 449,886 |
| Missouri | 418,975 | 418,182 |
| Montana | 67,575 | 91,675 |
| Nebraska | 116,007 | 110,997 |
| Nevada | 58,035 | 61,467 |
| New Hampshire | 60,351 | 55,260 |
| New Jersey | 814,565 | 659,227 |
| New Mexico | 180,050 | 208,026 |
| New York | 2,720,349 | 2,321,826 |
| North Carolina | 624,435 | 516,755 |
| North Dakota | 61,070 | 60,654 |
| Northern Mariana Islands | 3,295 | 2,907 |
| Ohio | 913,420 | 974,422 |
| Oklahoma | 242,299 | 293,446 |
| Oregon | 194,152 | 217,920 |
| Palau | 2,092 | 1,965 |
| Pennsylvania | 1,236,241 | 1,133,312 |
| Puerto Rico | 1,030,937 | 867,959 |
| Rhode Island | 95,385 | 80,408 |
| South Carolina | 389,363 | 338,830 |
| South Dakota | 76,425 | 72,221 |
| Tennessee | 534,951 | 460,686 |
| Texas | 1,577,447 | 2,036,113 |
| Utah | 86,772 | 111,220 |
| Vermont | 58,574 | 55,260 |
| Virgin Islands | 10,696 | 9,436 |
| Virginia | 485,728 | 414,482 |
| Washington | 265,996 | 319,526 |

(continued)

Appendix VII
The Department of Education's Assistance
Programs for the Homeless

| State/Territory/Indian tribes | FY 1992 amount | FY 1993 amount |
|--------------------------------------|---------------------------------|---------------------------------|
| West Virginia | 218,461 | 232,054 |
| Wisconsin | 355,327 | 412,217 |
| Wyoming | 50,000 | 50,000 |
| Total | \$24,800,000^a | \$24,800,000^a |

^aThe difference between the total amounts appropriated and provided for each fiscal year represents the costs of administering and evaluating the program in that fiscal year.

The Department of Labor's Assistance Programs for the Homeless

This appendix describes the Department of Labor's assistance programs for the homeless for fiscal years 1992 and 1993. These programs are the Homeless Veterans Reintegration Projects (HVRP) and the Job Training for the Homeless Demonstration Program (JTHDP).

Homeless Veterans Reintegration Projects

How the Program Works

HVRPs are designed to reintegrate homeless veterans into the labor force. The purposes of the program are to (1) contact and communicate with homeless veterans, (2) help homeless veterans take advantage of the other social service benefits for which they are eligible, and (3) assist homeless veterans in reentering the job market.

This program grew out of a 1-year demonstration pilot program called Jobs for Homeless Veterans, which was funded under the Job Training Partnership Act. The pilot program demonstrated the effectiveness of using outreach workers to link homeless veterans with government agencies that could provide the veterans with needed services.

In fiscal year 1992, the Department of Labor, through its Office of the Assistant Secretary for Veterans' Employment and Training, provided grants to 12 projects in 11 states that demonstrated innovative methods of helping homeless veterans find employment. The major focus of these 12 projects was to provide homeless veterans with employment and training services, such as job counseling, resume preparation, job search assistance, remedial and vocational education, on-the-job training, and job placement. In addition, the projects could provide, either directly or by referral to other resources, supportive services deemed necessary to help a veteran reenter the workforce and regain self-sufficiency. Such assistance could be for transportation, clothes, or tools needed for employment, or for alcohol and drug treatment referrals and psychiatric counseling. The projects also assessed permanent and temporary housing opportunities through a variety of resources to assist the veteran returning to work in need of transitional housing.

Decision Process for Providing Funds

The Department of Labor awards grants to states, counties, and municipalities, although grantees may use other public agencies or private

**Appendix VIII
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nonprofit organizations to carry out the demonstration projects. For fiscal year 1992, the Department opened a competition to the 15 urban grantees that operated a program in fiscal year 1991. The competition was limited because funding was reduced for fiscal year 1992.

**Fiscal Year 1993 Funding
and Program Changes**

For fiscal year 1993, \$10 million was authorized and \$5.1 million was appropriated for HVRP. Public Law 102-590 amended the McKinney Homeless Assistance Act to reauthorize HVRP through fiscal year 1995. The increase in appropriation from previous years enabled the Department of Labor to award grants to 32 state and local agencies and nonprofit organizations to help homeless veterans reenter the labor market by linking them with job training and social service agencies. Since 1987, reintegration programs have served over 22,000 homeless veterans and have placed almost 9,000 in jobs.

Table VIII.1 shows the funds authorized and appropriated for this program for fiscal years 1987-93. Table VIII.2 shows the total amounts provided for fiscal years 1992 and 1993, by state.

Table VIII.1: Funds Authorized and Appropriated for the Homeless Veterans Reintegration Projects

| Dollars in millions | | | | | | | |
|---------------------------|-------------|-------|-------|-------|-------|-------|--------|
| Funding | Fiscal year | | | | | | |
| | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 | 1993 |
| Authorized ^a | \$0 | \$2.0 | \$2.2 | \$2.2 | \$2.2 | \$2.2 | \$10.0 |
| Appropriated ^b | 0 | 1.9 | 1.9 | 1.9 | 2.0 | 1.4 | 5.1 |

^aThe authorization for this program is contained in the larger authorization for the Job Training for the Homeless Demonstration Program.

^bThe appropriation for this program for fiscal years 1987-92 is part of the larger appropriation for JTHDP discussed later in this appendix.

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The Department of Labor's Assistance
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Table VIII.2: The Homeless Veterans Reintegration Projects—Funds Provided for Fiscal Years 1992 and 1993

| State^a | FY 1992 amount | FY 1993 amount |
|--------------------------|--------------------------------|--------------------------------|
| California | \$243,347 | \$1,027,324 |
| Colorado | 100,000 | 175,000 |
| District of Columbia | 0 | 125,000 |
| Florida | 0 | 129,330 |
| Georgia | 119,600 | 225,000 |
| Idaho | 0 | 207,688 |
| Indiana | 0 | 101,539 |
| Kentucky | 0 | 110,287 |
| Maryland | 0 | 225,000 |
| Massachusetts | 85,000 | 200,000 |
| Michigan | 70,000 | 100,000 |
| Missouri | 100,000 | 165,000 |
| Nebraska | 0 | 55,891 |
| New Jersey | 0 | 150,000 |
| New York | 121,480 | 150,000 |
| Ohio | 0 | 300,000 |
| Oklahoma | 65,000 | 0 |
| Oregon | 0 | 165,000 |
| Pennsylvania | 0 | 250,000 |
| Tennessee | 134,500 | 225,000 |
| Texas | 0 | 150,000 |
| Virginia | 0 | 120,889 |
| Washington | 198,724 | 368,024 |
| Wisconsin | 65,602 | 175,000 |
| Total | \$1,303,253^b | \$4,900,972^b |

^aFunds were provided to demonstration projects in these states.

^bThe difference between the total amounts appropriated and provided for each fiscal year represents the costs of administering and evaluating the program for that fiscal year.

Job Training for the Homeless Demonstration Program

How the Program Works

JTHDP, which is administered by the Department's Employment and Training Administration (ETA), provides funds for job-training demonstration projects that serve homeless individuals and families. These projects provide remedial education activities, job counseling, job search services, job training, basic skills instruction, supportive services, outreach, and coordination with related community programs.

The purpose of this demonstration program is to provide information and direction for the future of job-training programs for homeless Americans. One goal is to collect information on the most effective ways to provide employment and training services to homeless persons. Another goal is to learn how states, local public agencies, private nonprofit organizations, and businesses can develop effective systems of coordination to address the causes of homelessness and meet the needs of homeless persons. To measure progress toward these goals, each grantee must evaluate individual projects and participate in a national evaluation conducted by the Department of Labor.

Most of the projects funded by this program offer a variety of services, focusing on job employment skills (e.g., vocational training) as well as job services (e.g., counseling and training in job search techniques), to help homeless persons. In addition, many projects offer courses in basic skills, such as remedial math and reading. Typically, projects make some support services available, either by providing services themselves or by referring the homeless to other programs and coordinating services with other programs; some provide housing for their participants. While many programs serve all homeless individuals who apply, several target their programs to certain subgroups, such as families, the mentally ill, and youths.

Decision Process for Providing Funds

Program grants are awarded competitively to eligible grant recipients, which include state and local public agencies, private nonprofit organizations, private industry councils, private businesses, and Indian

tribes. An applicant's proposal is evaluated according to (1) the need for the project (as measured by the problems of the homeless in the applicant's state/locality that the project is designed to address), (2) the project's methodology (the project's plan for conducting outreach and coordination as well as the timetable for such activities), (3) the evaluation's methodology (the indicators to measure the success of the project), (4) the expected outcomes (the project's accomplishments in concrete and measurable terms), (5) the level of effort needed (the resources required to conduct the project), and (6) the applicant's organizational capability (the organizational structure of the entity responsible for the project). Because of the multiple problems and needs of many homeless individuals, ETA gives special consideration to proposals for adult job training that provide for serving individuals from the time they apply for a job through the end of a specified period during which they remain employed.

Applicants are required to provide matching funds from nonfederal sources for between 10 and 50 percent of the cost of the project. Matching funds may be in cash or in-kind contributions. Though program funds are awarded competitively, no single state may receive more than 15 percent of the appropriated amount for a fiscal year.

Only 21 of the 44 grantees funded in fiscal year 1991 received continuation grants for fiscal year 1992 because the Department wanted to enhance the knowledge-building and demonstration nature of the program. Moreover, the fiscal year 1992 JTHDP continued the focus, started in fiscal year 1991, on building closer coordination between the Department of Labor and HUD by using various HUD programs to help homeless people retain jobs and obtain permanent housing.

Fiscal Year 1993 Funding and Program Changes

For fiscal year 1993, \$14.8 million was authorized and \$7.5 million was appropriated for JTHDP. Twenty-one grantees in 13 states received continuation grants.

The fiscal year 1993 program continued the fiscal year 1991 program's emphasis on closer coordination between the Department of Labor and HUD.

Table VIII.3 shows the funds authorized and appropriated for this program for fiscal years 1987-93. Table VIII.4 shows the total amounts provided in fiscal years 1992 and 1993, by state (including the District of Columbia).

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The Department of Labor's Assistance
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Table VIII.3: Funds Authorized and Appropriated for the Job Training for the Homeless Demonstration Program

| Dollars in millions | | | | | | | |
|---------------------------|-------------|--------|--------|--------|--------|--------|--------|
| Funding | Fiscal year | | | | | | |
| | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 | 1993 |
| Authorized ^a | \$0 | \$10.0 | \$10.8 | \$10.8 | \$11.8 | \$12.8 | \$14.8 |
| Appropriated ^b | 0 | 7.6 | 7.6 | 9.6 | 10.7 | 7.9 | 7.5 |

^aFor fiscal years 1988 and 1989, \$12 million and \$13 million, respectively, were authorized for this program. However, \$2 million in fiscal year 1988 and \$2.2 million in fiscal year 1989 were earmarked for HVRP. The authorization for fiscal year 1990 was again \$13 million, \$2.2 million of which was reserved for HVRP. For fiscal year 1991, \$14 million was authorized, \$2.2 million of which was reserved for HVRP. For fiscal year 1992, \$2.2 million was again reserved for HVRP, out of a \$12.8 million authorization.

^bFor each of fiscal years 1988 and 1989, this program was appropriated a total of \$9.5 million, of which \$1.9 million was allocated each year for HVRP. The fiscal year 1990 appropriation of \$11.5 million included \$1.9 million for HVRP. For fiscal year 1991, \$12.7 million was appropriated for this program, \$2 million of which was allocated for HVRP. For fiscal year 1992, \$9.3 million was appropriated, \$1.4 million of which was reserved for HVRP.

Table VIII.4: The Job Training for the Homeless Demonstration Program—Funds Provided for Fiscal Years 1992 and 1993

| State ^a | FY 1992 amount | FY 1993 amount |
|----------------------|--------------------|--------------------|
| Arizona | \$ 441,858 | \$ 416,135 |
| California | 1,221,138 | 1,149,830 |
| Connecticut | 355,910 | 335,127 |
| District of Columbia | 790,696 | 744,525 |
| Illinois | 314,556 | 296,188 |
| Kentucky | 828,051 | 779,697 |
| Maryland | 509,358 | 479,614 |
| Massachusetts | 282,248 | 265,767 |
| Minnesota | 1,114,532 | 1,049,451 |
| New York | 582,795 | 548,763 |
| Ohio | 254,694 | 239,821 |
| Tennessee | 533,086 | 501,957 |
| Washington | 716,888 | 675,026 |
| Total | \$7,945,810 | \$7,481,901 |

^aFunds were provided to demonstration projects in these states and in the District of Columbia.

Federal Property Disposition Programs

This appendix provides information on the Excess and Surplus Federal Real Property Program and the Surplus Federal Personal Property Donation Program. The McKinney Act added providers of assistance to the homeless to the entities that, under existing law, may acquire property no longer needed by the federal government at little or no cost. No funding has been authorized for either of these programs, and no appropriations have been made specifically to assist the homeless through these ongoing federal property disposal programs. Responsibility for managing the Real Property Program is shared by the General Services Administration (GSA), HUD, and HHS, while GSA is responsible for managing the Personal Property Program. This appendix provides a general overview of how the programs work.

Excess and Surplus Federal Real Property Program

How the Program Works

The purpose of the Excess and Surplus Federal Real Property Program is to make federal land and buildings available to assist the homeless. These properties, located in urban or rural areas, may be used for shelters, clinics, office space, or other purposes to assist the homeless.

HUD collects information from landholding agencies about unutilized, underutilized, excess, and surplus properties, and it determines which of the unused properties are suitable to assist the homeless. Suitability criteria have been developed jointly by HUD, GSA, and HHS.

Once a suitable property has been identified and the landholding agency has made the property available, HUD lists the property in the Federal Register with the name and telephone number of contacts from whom interested groups can obtain information about the property. Providers for the homeless apply to HHS for a specific property. HHS reviews each application on its merits and weighs the proposed use for the homeless against other possible public uses for the property—as a school, park, or prison, for example. However, a proposed use for the homeless receives a “priority of consideration” over other public uses for available property.

Available property is classified as excess and surplus. Excess property is federal property that is under- or unutilized. This property may be used for

the homeless for short terms by permit directly from the landholding agency. Surplus property may be used for the homeless for longer terms. If HHS approves an assistance provider's application for property that has been declared surplus, GSA assigns the property to HHS, and HHS makes it available to the applicant.

Since fiscal year 1988, providers have applied to use 52 of the suitable GSA properties for the homeless. All applications, except for one property, were approved. Ten sites were subsequently returned to GSA by the providers, leaving 41 properties—valued at about \$83.5 million—as sites for the homeless in fiscal year 1993. These sites include modular housing, large shelters, and transitional housing facilities. Of the 41 properties, 5—valued at about \$27.6 million—were established for the homeless in fiscal year 1993.

Fiscal Year 1993 Program
Changes

This program did not change in fiscal year 1993.

**Surplus Federal
Personal Property
Donation Program**

How the Program Works

The purpose of the Surplus Federal Personal Property Donation Program is to make personal property that the federal government no longer needs available for donation to qualifying entities, including providers of assistance for the homeless.

The McKinney Act authorizes the transfer of federal surplus personal property to nonprofit, tax-exempt providers of assistance to the homeless at a nominal fee. GSA is required to make information available about surplus personal property that may be used to provide food, shelter, or other services to the homeless.

The Surplus Federal Personal Property Donation Program is administered by GSA through state agencies for surplus properties (SASP) established in each state. Providers of assistance to the homeless must contact their state's SASP to establish their eligibility for participation in the program and to acquire federal surplus personal property.

Since the McKinney Act was enacted in 1987, GSA has donated property worth approximately \$50 million in original acquisition costs to providers of assistance to the homeless. Approximately \$23 million was donated in fiscal year 1992, and about \$4.7 million was donated to providers in fiscal year 1993. The value of donations for fiscal year 1992 increased significantly because, at the end of Operation Desert Storm, GSA set up a project called Operation Desert Share to donate appropriate excess property from the war effort to providers of assistance to the homeless. Donations typically include beds and bedding, sleeping bags, clothing, kitchen equipment and utensils, and home and office furniture.

**Fiscal Year 1993 Program
Changes**

In an effort to increase assistance to the homeless, GSA amended 41 C.F.R. 101-44.207(a)(18.1) in July 1993 to ease the use requirement placed on property donated to providers of assistance to the homeless. The amendment expanded the range of entities qualifying to receive federal surplus personal property by including providers whose primary—rather than exclusive—objective is to assist the homeless.

The Interagency Council on the Homeless

This appendix provides information on the purpose and activities of the former Interagency Council on the Homeless, an independent council created by the McKinney Act. The Council operated until 1993, when its funding was discontinued by the Congress.

How the Council Worked

Title II of the Stewart B. McKinney Homeless Assistance Act created the Interagency Council on the Homeless as an independent organization within the executive branch. The Council's main purpose was to oversee federal programs for the homeless and to coordinate the delivery of funds and services to those in need. Specifically, the McKinney Act required the Council to

- review all federal activities and programs to assist the homeless and reduce any duplication of effort among these federal programs;
- monitor, evaluate, and recommend improvements in these programs;
- provide technical assistance to states, local governments, and other private and nonprofit organizations;
- collect and disseminate information about homelessness, including informational bulletins on federal programs and their application deadlines for states and other providers; and
- prepare an annual report to the President and the Congress.

Membership on the Council consisted of the heads, or their designees, of 12 Cabinet departments; the heads of FEMA, ACTION, GSA, and the Postal Service; and the heads of other federal entities as determined by the Council, such as a designee from the Office of Management and Budget. The Council members elected a Chair and a Vice-Chair. The position of Chair was most recently held by the Secretary of HUD. The Secretaries of HHS and VA served as co-Vice-Chairs.

The daily operating activities of the Council were managed by an Executive Director, appointed by the Council, and staff hired by the Director. In addition to the headquarters staff, member agencies designated coordinators in each of their federal regional offices to assist the Council in carrying out its mandate of providing technical assistance on programs for the homeless to states, localities, and private nonprofit agencies. A staff person from each of HUD's regional offices was assigned full-time to act as the Council's lead regional coordinator. Regional coordinators' duties included arranging regional training conferences, coordinating activities with other regional coordinators as well as with

state and local organizations, responding to inquiries on programs for the homeless, and monitoring local projects and federal programs.

During 1992, the Council's activities included publishing bulletins (containing information on programs and application deadlines) and quarterly newsletters (providing general information about the Council's activities and about homelessness); holding regional conferences that served as an information network for federal, state, and local groups, as well as a national meeting for state coordinators of issues affecting the homeless; and writing the annual report to the Congress. In addition, the Council conducted the following activities:

- It identified specific implementation activities for a comprehensive federal plan to end homelessness that included eight objectives agreed to by the 17 federal agency members of the Council. The plan included nearly 200 action steps to which these agencies had agreed.
- It began monitoring the implementation of more than 50 recommendations developed by its Task Force on Homelessness and Severe Mental Illness.
- It monitored the initial implementation of a demonstration program for hard-to-reach homeless persons in public transit centers. The Department of Transportation, HHS, HUD, the Department of Agriculture, and the Department of Labor funded a \$1.75 million program, now under way, to help these clients find appropriate housing and comprehensive services.
- It directed the transfer of surplus food worth \$120 million from Operation Desert Storm to the Second Harvest National Food Bank Network and the Salvation Army for distribution to nearly 50,000 organizations serving the homeless. Food and other items worth an additional \$12 million were subsequently provided to the Council by GSA and transferred to the Second Harvest following Desert Storm.
- It recommended improvements to programs on the basis of monitoring visits to assess the delivery of McKinney and other assistance programs for the homeless. Many of these recommendations have been implemented by the responsible agencies.
- It continued to develop and distribute a variety of technical assistance publications, including a training guide describing effective methods of reaching out to homeless persons, an updated catalog listing federal programs available to help the homeless, and a manual describing a successful employment program for the homeless.
- It improved the Surplus Federal Personal Property Donation Program by working with HUD, GSA, and HHS to develop informational materials for nonprofit organizations to increase their access to federally owned property.

Fiscal Year 1993 Funding and Program Changes

For fiscal year 1993, \$1.5 million was authorized and \$900,000 was appropriated for the Interagency Council on the Homeless. In addition to continuing activities from the previous year, the Council developed a coordinated federal plan proposing changes—including legislative and administrative changes—to programs or operations that would make efforts to assist the homeless more effective. This federal plan was developed in response to an executive order issued by the President on May 19, 1993. The Council, in conjunction with HUD, held interactive forums in 17 cities across the country to solicit recommendations for the federal plan.

No legislative changes affected the Council in fiscal year 1993. However, in late 1993, the Congress agreed to eliminate funding for the Council, ending the Council's independent existence. In November 1993, the Secretary of HUD and the White House announced that the Council would become part of the Domestic Policy Council and would be staffed and funded through HUD. According to the announcement, the composition and purpose of the Council would remain essentially unchanged.

Table X.1 shows the amounts authorized and appropriated for the Council for fiscal years 1987-93.

Table X.1: Funds Authorized and Appropriated for the Interagency Council on the Homeless

| Funding | Fiscal year | | | | | | |
|--------------|-------------|------------------|-------|-------|-------|-------|-------|
| | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 | 1993 |
| Authorized | \$0.2 | \$2.50 | \$1.1 | \$1.2 | \$1.2 | \$1.3 | \$1.5 |
| Appropriated | 0 | .95 ^a | 1.1 | 1.1 | 1.1 | 1.1 | .9 |

^aThe Council received a total of \$950,000 in fiscal year 1988—\$750,000 was transferred from HUD's Supportive Housing Demonstration Program, and \$200,000 was transferred from HHS' Task Force on the Homeless.

Cumulative Amounts Provided Under the McKinney Act Programs for Fiscal Year 1992

Table XI.1 shows the cumulative amounts of awards received by states, territories, and Indian tribes for fiscal year 1992. Because, as of March 1994, the recipients of awards for fiscal year 1993 had not been finalized for several programs, funding data by state, territory, and Indian tribes were not available. Therefore, we were not able to obtain the cumulative amounts for all McKinney Act programs for fiscal year 1993.

Table XI.1: Cumulative Amounts Provided for Fiscal Year 1992

| State/Territory/Indian tribes | Amount |
|--------------------------------------|---------------|
| Alabama | \$9,522,757 |
| Alaska | 2,900,772 |
| American Samoa | 239,594 |
| Arizona | 18,604,301 |
| Arkansas | 4,650,436 |
| California | 115,844,513 |
| Colorado | 8,892,895 |
| Connecticut | 13,061,648 |
| Delaware | 4,451,335 |
| District of Columbia | 7,504,375 |
| Florida | 29,138,340 |
| Georgia | 16,965,773 |
| Guam | 272,277 |
| Hawaii | 1,325,782 |
| Idaho | 3,145,346 |
| Illinois | 36,401,354 |
| Indian tribes | 1,157,000 |
| Indiana | 13,033,818 |
| Iowa | 3,471,008 |
| Kansas | 2,680,314 |
| Kentucky | 8,563,338 |
| Louisiana | 8,347,318 |
| Maine | 2,995,479 |
| Maryland | 16,247,372 |
| Massachusetts | 42,045,320 |
| Michigan | 21,636,340 |
| Minnesota | 10,126,654 |
| Mississippi | 4,232,829 |
| Missouri | 11,705,680 |
| Montana | 2,352,844 |
| Nebraska | 1,487,380 |

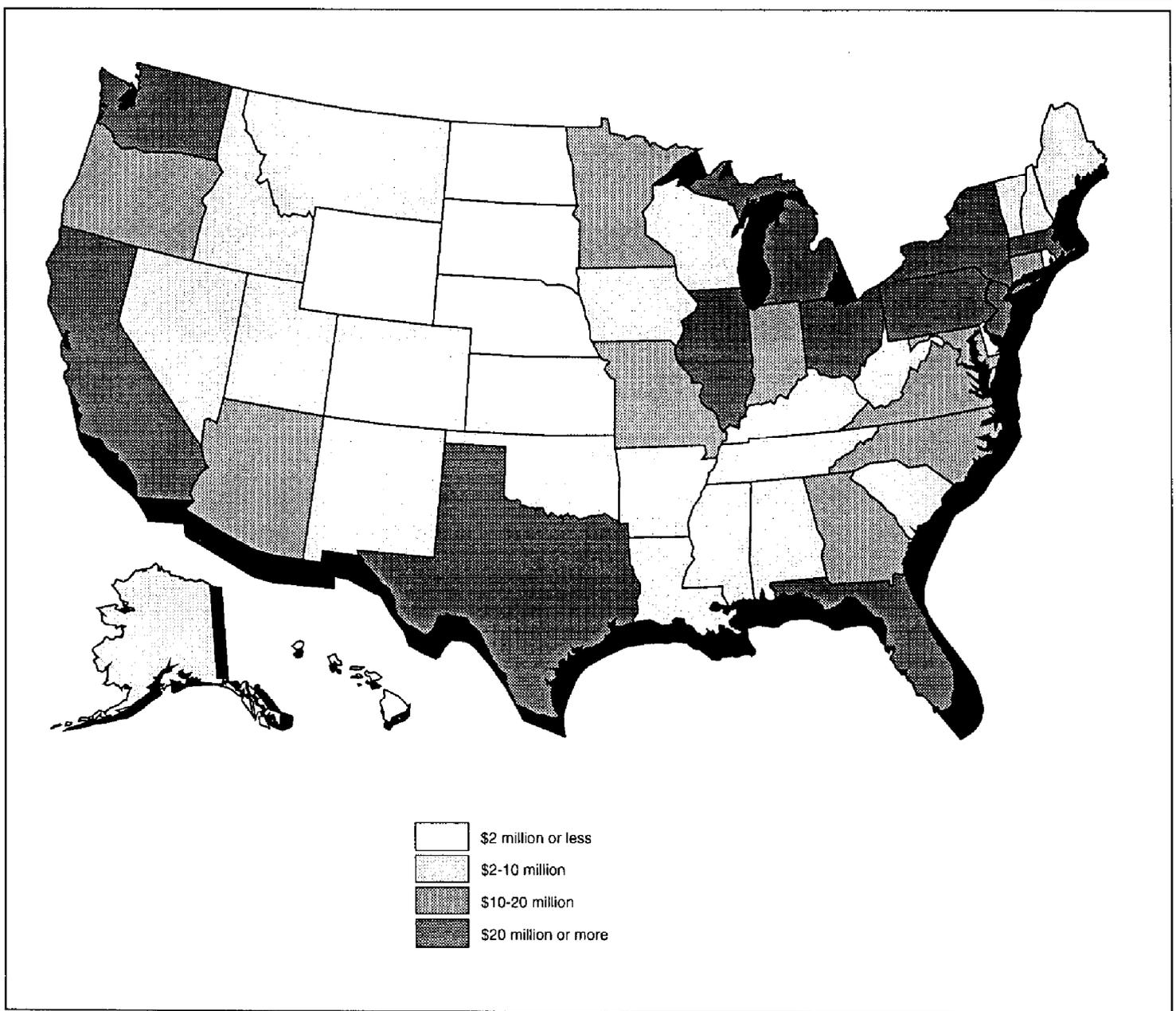
(continued)

**Appendix XI
 Cumulative Amounts Provided Under the
 McKinney Act Programs for Fiscal Year 1992**

| State/Territory/Indian tribes | Amount |
|--------------------------------------|----------------------------------|
| Nevada | 2,456,425 |
| New Hampshire | 2,241,256 |
| New Jersey | 21,753,211 |
| New Mexico | 3,008,120 |
| New York | 73,118,497 |
| North Carolina | 14,678,413 |
| North Dakota | 1,216,737 |
| Northern Mariana Islands | 165,364 |
| Ohio | 31,030,898 |
| Oklahoma | 3,789,637 |
| Oregon | 11,157,345 |
| Palau | 31,324 |
| Pennsylvania | 36,245,166 |
| Puerto Rico | 7,366,412 |
| Rhode Island | 3,258,022 |
| South Carolina | 4,717,527 |
| South Dakota | 1,269,941 |
| Tennessee | 8,809,569 |
| Texas | 29,995,384 |
| Trust Territories | 119,394 |
| Utah | 3,140,055 |
| Vermont | 2,214,581 |
| Virgin Islands | 331,347 |
| Virginia | 14,498,479 |
| Washington | 24,243,995 |
| West Virginia | 7,045,739 |
| Wisconsin | 5,527,404 |
| Wyoming | 1,650,588 |
| Total | \$738,085,022^a |

^aThis total does not equal the total appropriated amount for fiscal year 1992 (presented in app. I) because it includes funds carried over from previous years and excludes funds that were, for various reasons, not awarded or were used for evaluation and administration.

Geographic Distribution of Fiscal Year 1992 Funds for McKinney Act Programs



Note: The geographic distribution of fiscal year 1993 funds is not available.

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Related GAO Products

GAO has issued the following reports on the Stewart B. McKinney Homeless Assistance Act and homelessness issues:

Homelessness: McKinney Act Programs Provide Assistance but Are Not Designed to Be the Solution (GAO/RCED-94-37, May 31, 1994).

Homelessness: Demand for Services to Homeless Veterans Exceeds VA Program Capacity (GAO/HEHS-94-98, Feb. 23, 1994).

Homelessness: Appropriate Controls Implemented for 1990 McKinney Amendments' PATH Program (GAO/HEHS-94-82, Feb. 22, 1994).

Homelessness: Barriers Inhibit Use of Federally Held Foreclosed Property for Homeless (GAO/RCED-93-182, Sept. 30, 1993).

Homelessness: Single Room Occupancy Program Achieves Goals, but HUD Can Increase Impact (GAO/RCED-92-215, Aug. 27, 1992).

Homelessness: HUD's Interpretation of Homeless Excludes Previously Served Groups (GAO/RCED-92-226, Aug. 12, 1992).

1990 Census: Limitations in Methods and Procedures to Include the Homeless (GAO/GGD-92-1, Dec. 30, 1991).

Homelessness: Transitional Housing Shows Initial Success but Long-term Effects Unknown (GAO/RCED-91-200, Sept. 9, 1991).

Homelessness: Federal Personal Property Donations Provide Limited Benefit to the Homeless (GAO/RCED-91-108, July 15, 1991).

Homelessness: Action Needed to Make Federal Surplus Property Program More Effective (GAO/RCED-91-33, Oct. 9, 1990).

Homelessness: Access to McKinney Act Programs Improved But Better Oversight Needed (GAO/RCED-91-29, Dec. 27, 1990).

Homelessness: Too Early to Tell What Kinds of Prevention Assistance Work Best (GAO/RCED-90-89, Apr. 24, 1990).

Homelessness: Homeless and Runaway Youth Receiving Services at Federally Funded Shelters (GAO/HRD-90-45, Dec. 19, 1989).

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